DOCUMENT RESUME

ED 338 338 PS 019 812

TITLE	Children and Youth: The Crisis at Home for American Families. Hearing before the Committee on Labor and Human Resources. United States Senate, One Hundred Second Congress, First Session Examining Services Available to Children and Youth from Impoverished Families, Focusing on Ways To Ensure That They Graduate from High School, Prepare Them for the Workforce, and/or Help Them Get Into School.
INSTITUTION	Congress of the U.S., Washington, D.C. Senate Committee on Labor and Human Resources.
PUB DATE	15 Jan 91
NOTE	248p.; Portions of document contain small/marginally legible print.
AVAILABLE FROM	Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC10 Plus Postage.
DESCRIPTORS	Child Health; *Children; Dropout Prevention; Early Parenthood; Economically Disadvantaged; *Family Problems; *Federal Government; Federal Legislation; Federal Programs; Government Role; Hearings; Hispanic Americans; Policy Formation; Poverty Programs; *Public Policy; *Social Problems; *Youth; Youth Problems; Youth Programs
IDENTIFIERS	Congress 102nd

ABSTRACT

Congressional hearings on American children and youth living in crisis were conducted in an effort to determine how the needs of these young people can assume their proper place in national priorities. A three-pronged strategy was suggested by chairman Edward Kennedy: (1) more investment in cost-effective programs that work (for example, Head Start); (2) investments in families that will build on their strengths; and (3) support for young children who need to break the poverty cycle. The report of the hearings includes testimony and prepared statements from numerous witnesses, including those representing the states of Utah, Connecticut, Florida, South Carolina, and the District of Columbia; the Committee for Economic Development, Minnesota; Project UpLift; YouthBuild; the National Education Association; the YMCA; the Council of Chief State School Officers; South Carolina ETV; All Our Children; Public Affairs Television; the Commission on Work, Family and Citizenship; the National Council of La Raza; the American Academy of Pediatrics; the American Public Welfare Association; the American Medical Association; the Child Welfare League of America; the National League of Cities; and the Association of Junior Leagues International. (LB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

PS

S. HRG. 102-43

CHILDREN AND YOUTH: THE CRISIS AT HOME FOR AMERICAN FAMILIES

ED333338

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

HEARING

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

EXAMINING SERVICES AVAILABLE TO CHILDREN AND YOUTH FROM IMPOVERISHED FAMILIES, FOCUSING ON WAYS TO ENSURE THAT THEY GRADUATE FROM HIGH SCHOOL, PREPARE THEM FOR THE WORKFORCE, AND/OR HELP THEM GET INTO COLLEGE

January 15, 1991

Printed for the use of the Committee on Labor and Human Resources

PS 019812

U.S. GOVERNMENT PRINTING OFFICE
41-187 ~~
WASHINGTON : 1991

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

BEST COPY AVAILABLE

COMMITTEE ON LABOR AND HUMAN RESOURCES

EDWARD M. KENNEDY, Massachusetts, *Chairman*

CLAIBORNE PELL, Rhode Island
HOWARD M. METZENBAUM, Ohio
CHRISTOPHER J. DODD, Connecticut
PAUL SIMON, Illinois
TOM HARKIN, Iowa
BROCK ADAMS, Washington
BARBARA A. MIKULSKI, Maryland
JEFF BINGAMAN, New Mexico
PAUL D. WELLSTONE, Minnesota

ORRIN G. HATCH, Utah
NANCY LANDON KASSEBAUM, Kansas
JAMES M. JEFFORDS, Vermont
DAN COATS, Indiana
STROM THURMOND, South Carolina
DAVE DURENBERGER, Minnesota
THAD COCHRAN, Mississippi

NICK LITTLEFIELD, *Staff Director and Chief Counsel*
KRISTINE A. IVERSON, *Minority Staff Director*

CONTENTS

STATEMENTS

TUESDAY, JANUARY 15, 1991

	Page
Hatch, Hon. Orrin G., a U.S. Senator from the State of Utah, prepared opening statement	8
Soares, Angela, and son Dexter, Roxbury, MA, accompanied by Carol Brooks; Jamie and Stacey Goins and daughter, Miranda, Jacksboro, TN, accompanied by Carolyn Cox	10
Dodd, Hon. Christopher J., a U.S. Senator from the State of Connecticut, prepared statement	13
Chiles, Hon. Lawton, Governor, State of Florida	26
Prepared statement (with attachments)	38
Thurmond, Hon. Strom, a U.S. Senator from the State of South Carolina, prepared statement	49
Dixon, Hon. Sharon Pratt, Mayor, District of Columbia	50
Prepared statement	52
Renier, James J., CEO, Honeywell Inc., and chairman, Subcommittee on Education and Child Development, Committee for Economic Development, Minneapolis, MN	58
Prepared statement (with attachments)	61
Britt, Robin, founder, Project UpLift, Greensboro, NC; and Kevin A. Tarpley, Youth Coordinator, YouthBuild, Belmont, MA, accompanied by Emmanuel Moore	83
Prepared statements of:	
Mr. Britt (with attachments)	87
Mr. Tarpley (with attachments)	99
National Education Association, prepared statement	147
YMCA of the U.S.A., New York, NY, prepared statement	158
Ambach, Gordon, executive director, Council of Chief State School Officers, prepared statement	160
Grover, Herbert J., State superintendent of Wisconsin, President-elect, Council of Chief State School Officers, prepared statement	162
Woodwell, Margot, director, The National Media Outreach Center, Pittsburgh, PA, prepared statement	164
Cauthen, Henry J., president, South Carolina ETV, Columbia, SC, prepared statement	167
Moyers, Bill, All Our Children, Public Affairs Television, Inc., New York, NY, prepared statement	170
Howe, Harold II, chairman, and Samuel Halperin, study director, William T. Grant Foundation Commission on Work, Family and Citizenship, Washington, DC, (with an article entitled "Thinking About Our Children and Youth by Harold Howe, II), prepared statement	173
Perez, Sonia M., policy analyst, Policy Analysis Center, National Council of La Raza, prepared statement on the Status and Needs of Hispanic Families and Youth	183
American Academy of Pediatrics, prepared statement	188
Matava, Marie, Commissioner of the Massachusetts Department of Social Services on behalf of the American Public Welfare Association's National Commission on Child Welfare and Family Preservation and the National Council of State Human Service Administrators, prepared statement	190
American Medical Association, prepared statement	195

Page

Liederman, David, executive director, The Child Welfare League of America (CWLA), prepared statement 200
Barthelemy, Hon. Sidney J., Mayor of New Orleans, and president, National League of Cities, prepared statement 202
Marineau, Susan G., second vice-president, chair, Research, Policy and Program Committee, The Association of Junior Leagues International, Inc., prepared statement (with attachments) 206
Todd, S. James, MD, executive vice president, American Medical Association, Chicago, IL, prepared statement 236

ADDITIONAL MATERIAL

Articles, publications, letters, etc.
Initiatives for Young Children and Families, 102nd Congress, submitted by Senator Edward M. Kennedy 4
Women and Infant's Program: An Example of One-Stop Shopping, an article submitted by Carol Brooks, R.N., and Barry Zuckerman, M.D., Boston City Hospital, Boston University School of Medicine, Boston, MA 17

CHILDREN AND YOUTH: THE CRISIS AT HOME FOR AMERICAN FAMILIES

TUESDAY, JANUARY 15, 1991

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 9:35 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Dodd, Wellstone, Thurmond and Durenberger.

OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. We'll come to order.

Today is Martin Luther King's birthday, and although as a Nation we celebrate it next Monday, it is entirely appropriate that today we take notice of Dr. King's birthday and all of his work. He made a very noble crusade to strike down the barriers of discrimination in our country, a country in whose Constitution is inscribed the acceptance of slavery. We fought a great war, the Civil War, with extraordinary loss of life of our fellow citizens, and in the early 1960's we moved toward a peaceful revolution by striking down the barriers. We have made important progress—not all the progress that we would like—in understanding race, gender, and disability. But all too often we forget the strong commitment that Dr. King had to the most vulnerable in our society, the children, and particularly those children with the greatest need.

We take note as we start this hearing, that children are the future of our Nation and also our most vulnerable citizens. If there is a responsibility of government, it is to protect their interests and ensure that in our society they are treated with the kind of dignity and fairness and justice on which this Nation is founded.

Today, January 15, a day that may live in infamy, the eyes of the American people and citizens around the world are on the Persian Gulf. All of us hope diplomacy can lead us to a peaceful resolution of the crisis. Much is at stake. Decisions will soon be made that will profoundly affect the lives of millions of people in many different lands.

But as we decide about war or peace in the desert, we must not forget that for millions of American children and families, the battle against poverty, poor health, hunger, homelessness and lack of opportunity is already being waged here at home. And in many significant respects the American people are losing that battle.

(1)

Many citizens look at children in crisis as a problem for other communities or other countries. Not true. An American infant is less likely to be immunized against polio than a baby in Botswana. A black child born in Boston has less chance of living to his first birthday than a child born in Panama.

And despite our desire to excel in areas of critical importance, the United States invests less in children's health and youth employment opportunities than any other industrialized Nation in the world.

In our own back yard, one in five American children live in poverty—an increase of nearly 25 percent during the 1980's. Two million children go hungry each day, and 12 million lack health insurance.

These cold statistics do not begin to measure the toll of human suffering and lives damaged, disabled and destroyed by the shameful abdication of our responsibilities. It is a disgrace that in a Nation as rich as ours, we have failed to adequately invest our most valuable national resource—our children. The consequences of this neglect pose a long-term threat to the Nation that we cannot afford to ignore.

As the 102nd Congress begins, children and youth must once again assume their proper place in our national priorities. This year we have the opportunity to begin to make a long overdue down payment on their future. The Labor Committee will be part of this effort with a three-pronged strategy to deal with child poverty and its tragic consequences.

First we must invest in cost-effective programs that we know can work, but currently reach only a small percentage of poor children and families in need. Experts and practitioners are virtually unanimous that these preventive measures save lives and build successful futures.

One dollar spent on prenatal care and WIC saves $3 in short-term hospital costs. Yet every day 670 American children are born to women who do not receive these services.

One dollar spent on Head Start saves $7 in lower future costs for special education, public assistance and crime. And despite its 25-year proven track record, this program still serves only 35 percent of eligible children.

Our failure to make these services more widely available undermines our Nation and increases our national debt. We can no longer afford the cost of our own inaction.

Second, we must invest in families and help them to build on their strengths by not only focusing on their weaknesses. We must provide support for parents to develop the skills necessary to be an anchor in their children's lives and a catalyst for their children's success.

Rather than treat each individual symptom of poverty, we must recognize that many families have multiple, interrelated needs that are poorly served by a delivery system that resembles an obstacle course. By providing incentives for communities to work together to meet the needs of whole families, we can make our existing programs more effective.

Solutions may be a simple as "one-stop shopping" where services are located at a single site, or may require more complex efforts to break down institutional barriers to such coordination.

In any case, our ultimate goal must be to empower families by improving their access to necessary services.

Third, we must do more to support young children as they face the challenges of adulthood and ensure they have the tools to break the cycle of poverty. A range of strategies will be needed to reach teenagers by helping them to stay in school, to avoid drugs, violence and early parenthood, and to obtain the skills that they need to find a job with a future.

We must provide more effective assistance to the "forgotten half" of our young people who do not attend college and rekindle the hope in those for whom the system has not worked.

"Empowerment" is not a partisan word. Parents, schools, communities, businesses and all levels of government must come together to ensure that the young citizens of today acquire the skills and determination to be the responsible parents and workers of tomorrow.

What we need is the courage and the commitment to be as unwavering in dealing with our problems at home as we are with our problems abroad. We must strive not only for peace in the Middle East, but for peace and opportunity in America.

[Additional material supplied by the Chairman follows:]

INITIATIVES FOR YOUNG CHILDREN AND FAMILIES
102nd CONGRESS

** Seek full funding of programs that have been proven effective and currently serve only a small percentage of those who are income eligible (Head Start, child care, WIC, immunizations, prenatal health care, etc.)

** Promote coordination of comprehensive services to enable programs to meet the full range of needs of low-income children and families -- remove institutional barriers and reward collaboration;

Evaluate all programs currently targeted at children and families in order improve effectiveness and reduce duplication and unnecessary bureaucractization.

Simplify the process of accessing entitlement and categorical programs targeted at children and families through "one stop shopping", consolidated eligibility, outreach, and incentives for coordination.

Expand Part H, an early intervention program for handicapped infants and toddlers and their families to include coordination of services for those at-risk of developmental delay.

Encourage joint training of social service, child welfare, early childhood/child care, and other professionals to promote cross-disciplinary responses to the needs of families and to improve working conditions and communication in high stress jobs in communities with high concentrations of poverty.

** Increase access to prenatal health care and care for young children by beginning to reduce the malpractice burden and increase the provider pool.

Extend federal tort claim protection to Community Health Centers (CHCs). CHCs currently spend $75 million on malpractice insurance (almost 20% of their total grant) which could be redirected to outreach, prenatal health care, parenting, and follow-up activities.

Expand access to prenatal health care by examining practices of Medicaid "dumping" of low income women on the basis of their "high-risk" status --- nearly 50% of doctors refuse to treat women on Medicaid on this basis.

Increase provider pool through changes in the health professions reauthorizations, and explore reimbursement of nurse practitioners for services among underserved in urban and rural settings.

** Increase access to voluntary, nonpunitive drug abuse treatment programs for pregnant women who are frequently denied services with serious consequences for themselves and their children.

YOUTH EMPOWERMENT STRATEGIES (YES)
102nd CONGRESS

** Seek full funding of programs that have been proven effective and yet reach only a small percentage of those who are income eligible (Chapter 1, Job Corp, IDEA, etc.)

** Increase coordination of comprehensive services designed to support youth in the successful completion of high school and transition to adulthood and employment (either through higher education or training).

Ensure the stability of the gains made through early intervention and early childhood education by monitoring the implementation of the "transition program" from Headstart; expand the scope of these services through other education programs;

Establish a LIFE PLANNING program to provide academic and social service support required to enable youth to set goals and to pursue them; the program would be multifaceted (drop-out prevention, pregnancy prevention, drug abuse prevention) and would necessitate strong linkages with parent groups, business, and community-based youth service organizations; services would be on-site or easily accessible;

Pursue effective strategies for helping teenage parents stay in school while receiving parenting education, follow-up medical care, child care and other necessary support services;

Incorporate a MENTORING component into the school system and youth service programs, working with business and school systems to create a mutually supportive structure flexible enough to assist youth in exploring and pursuing options whether college or training focused;

Reform the JTPA youth training components to ensure a more targeted, comprehensive and result oriented system; expand apprenticeship programs in employment fields with a promising future; create an infrastructure for non-college bound youth that allows for long term planning and training opportunities for careers in skilled jobs with career paths; include an incentive program targeted at absent fathers who families are on AFDC;

Enhance the potential of disabled youth to take advantage of the Americans with Disabilities Act employment opportunities by ensuring that life-planning programs receive additional funds to meet the special needs of persons with disabilities through the re-authorization of Rehabilitation Act;

Create a mechanism that allows for outreach to, and referral of, hard-to-reach youth including homeless and runaway youth, youth involved with juvenile justice system, youth in foster care, etc. for participation in alternative programs which seek reintegration into the community.

THE CRISIS AT HOME

January 15, 1991 — One Day in the Lives of American Children

TODAY	689	babies are born to women who have had inadequate prenatal care
	719	babies are born at low birthweight (125 at less than 3 lbs.)
	67	babies die before one month of life
	105	babies die before their first birthday
TODAY	27	children die because of poverty
	40	children are killed or wounded by gun
	6	teens commit suicide
TODAY	1,849	children are abused
	3,288	children run away from home
TODAY	1,512	teenagers drop out of school
	1,629	teenagers are in adult jails
	135,000	children bring a gun to school
TODAY	7,742	teenagers become sexually active
	2,795	teenagers get pregnant
	1,295	teenagers give birth
TODAY	2,556	children are born to a single parent
	2,989	children see their parents divorced
TODAY	34,285	people lose their jobs

. . . AND TOMORROW'S ANOTHER DAY !

Organizations Submitting Written Testimony Detailing the Crisis and Supporting Children and Youth Initiatives

American Academy of Pediatrics
American Federation of Teachers
American Medical Association
American Public Welfare Association
Children's Defense Fund
Child Welfare League
Council of Chief State School Officers
Junior League of America
National Black Child Development Institute
National Coalition of Hispanic Health and Human Services Organizations
National Collaboration on Youth
National Conference of State Legislators
National Head Start Foundation
National League of Cities
National Network of Runaway and Youth Services
National Women's Law Center
Public Broadcasting Systems (PBS)
UNICEF
US Conference of Mayors
William T. Grant Foundation Commission on Work, Family, and Citizenship

The CHAIRMAN. Senator Wellstone.

OPENING STATEMENT OF HON. PAUL D. WELLSTONE, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Senator WELLSTONE. Thank you, Mr. Chairman.

I did not hear the beginning of Senator Kennedy's remarks, but as I came in I believe I heard him say that this is indeed a very somber day.

Like so many people today, I am focusing on how we can prevent the rush to war. But I came to this committee meeting, Senator Kennedy, because it reminds me of why I worked so hard to be elected to the U.S. Senate. This is what I believe in.

I am sure that when historians write about the decade of the Eighties, they will say that the ultimate indictment of the Eighties was the way that we treated our children and also the way that we treated adults who deal with our children.

I have been a teacher my whole adult life, Senator Kennedy, and I have seen how the spark of learning, when ignited, can take a child from any background to a life of accomplishment and creativity. And I think the cruelest thing that you can ever do is to pour cold water on that spark. I think that has happened to too many children in our country.

I am here today, and I want to thank the panelists, because you represent what I believe in. I am absolutely convinced that the children are our future. I know that education is the foundation of opportunity. I know that we have to have citizens who can think on their own two feet, and that is what is crucial to a democracy. And most important of all, I am absolutely convinced that our country has got to move forward with public policy that is really going to make a difference in the lives of children and therefore make us a much more whole and a much better Nation.

I really look forward to listening to the panels, and if I have to leave any time during this hearing it is only because of some other meetings that are taking place today, Senator, as this deadline approaches.

Thank you.

[The prepared opening statement of Senator Hatch follows:]

PREPARED OPENING STATEMENT OF SENATOR HATCH

Mr. Chairman, there is common concern about the health, education, and security of American children and youth.

The litany of tragedies to which our children are exposed cannot be fully examined in the course of this, or even several, hearings. For young children, issues range from inadequate prenatal care that results in high infant mortality, birth complications, physical defects, and learning disabilities to child abuse. As children become older, the issues change to unemployment, drug abuse, or teen pregnancy. These are complex issues that policy makers at all levels of government are trying to grapple with.

Utah has already tackled prenatal care and child health in a significant and effective way. The "Baby Your Baby" program is an excellent example of a public-private partnership to assist low-income families. Sponsored by the Utah Department of Health,

KUTV-Channel 2, Blue Cross, and many others, this program provides "one-stop shopping" for low-income mothers in need of WIC benefits, food stamps, or other assistance. Not only are more low-income families aware of the assistance that is available to them, but the user-friendly process makes it far more likely that a family will seek out such benefits for their children. The dispersion of programs and uncoordinated procedures have not only made the application process for recipients more difficult and more humiliating, but also less efficient. I am proud that Utahans have recognized this problem and have taken positive steps to deal with it. The end result is a healthy baby with a good start to life.

I am sure that there are other interesting, innovative programs for families operating throughout the country. I appreciate them as well. Working together, we can enhance State, local, and community initiatives to seal the cracks through which too many children can fall.

The CHAIRMAN. Thank you very much; well-said, Senator.

It is fitting as we begin our morning to address the issues facing children and youth that we hear first from families who are daily meeting the challenges of getting established and raising young children.

We are pleased to welcome Angela Soares from Boston, MA, who is accompanied by her son Dexter and Carol Brooks, a nurse from Boston City Hospital and co-director of the women and infants program that Ms. Soares is enrolled in. Ms. Soares has a personal story to tell, and we are grateful that she is willing to share it with us.

Our next witnesses will be Jamie and Stacey Goins and their 4 month-old daughter Miranda, who have come from Jacksboro, TN. They are accompanied by Carolyn Cox, the assistant principal at Campbell County Comprehensive High School in Jacksboro, where Jamie is currently a student.

We are grateful to them for joining us today and look forward to their testimony.

We thank all of our witnesses for coming. We know that Dexter and Miranda have not testified before committees and we are glad to have them join us today.

I would like to point out that we, as members of the human condition, understand that it is never easy to talk about the emotional and physical challenges we face, whether they deal with health or personal matters. We therefore very much appreciate your willingness to share these matters with us. The kinds of experiences you have had are replicated in communities across this country. Only if we understand them are we able to try, to the extent that we can, to come to grips with them in a way that is constructive and positive and decent. So we very much appreciate your willingness to go over some rather difficult times in your lives and we are grateful to you for your presence. We thank you very much.

Ms. Soares, we want to thank you very much for joining us.

STATEMENTS OF ANGELA SOARES AND SON, DEXTER, ROXBURY, MA, ACCOMPANIED BY CAROL BROOKS; AND JAMIE AND STACEY GOINS AND DAUGHTER, MIRANDA, JACKSBORO, TN, ACCOMPANIED BY CAROLYN COX

Ms. SOARES. Good morning. My name is Angela Soares, and I am from Boston. My son is here with me today to represent Boston City Hospital and the program that I am involved in.

It is a "stop-and-shop" program that provides me with a lot of personal things as far as one-on-one counseling, counseling for my son, as a group and personal. It has a lot of good things in the program.

I am really good friends with Carol Brooks and a lot of people on her staff.

My son is a rape pregnancy, and at the time I was a little upset about it from the rape, and I got involved with drugs. Then, when I found out I was pregnant, I chose to get clean and go straight. My son is a year old now; I have been clean for almost a year and a half, and it is a result of Carol and the program and the people who were involved in the program.

They see to it that I get care for my son as well as myself, personal, group time, and health care for my son. Just about everything I need is there. They call me weekends, weekdays, to see how I am doing, check on my son. It is a real good program.

I have gone back to work. I go to school at Wheeler College. I am a head teacher at a day care center, and I am doing pretty well now. I feel good about myself, and I am trying to make sure my son grows up and is on the right road to recovery.

Thank you.

The CHAIRMAN. That is a wonderful story. It obviously has its enormously tragic and traumatic moments. I imagine that after the rape experience you had a tremendous amount of despair and discouragement, and that that was one of the principal reasons you became involved in the use of crack; is that correct?

Ms. SOARES. Yes. That was the main reason that led me to that. Like I said, I was kind of confused about the situation, and after that——

The CHAIRMAN. You found out at some point, then, that you were pregnant.

Ms. SOARES. Yes. And after that I chose to stay clean. Then I relapsed during the pregnancy. Then my son was born, and that is how I met Carol Brooks and got introduced to the program.

The CHAIRMAN. How did you hear about the program or how did you become involved in the program?

Ms. SOARES. If a child is born with drugs in his system, a DSS worker is usually appointed to you, and she appointed me to Carol Brooks, and I took it from there.

The CHAIRMAN. And what are the kinds of services that they provide for you in the program?

Ms. SOARES. Services include transportation vouchers to see that I am able to get there——

The CHAIRMAN. Back to the hospital so that you can get the follow-up care?

Ms. SOARES [continuing]. Back and forth, exactly—medicine, if I can't afford it, to help me get my medicine; milk; food pantry—everything. Everything that you could possibly want is right there. Housing, any kind of information that you need about anything pertaining to bringing up your child.

The CHAIRMAN. So all of these kinds of services are right there—what we might call "one-stop shopping."

Ms. SOARES. Exactly, everything is right there.

The CHAIRMAN. And Carol Brooks is the person you look for or call.

Ms. SOARES. Exactly.

The CHAIRMAN. And this has permitted you to go on. It looks like Dexter is pretty full of energy there.

Ms. SOARES. Yes, he is. He keeps me going.

The CHAIRMAN. He's got a cookie there; would he like to share that? [Laughter.] Dexter was addicted to crack at birth, is that right?

Ms. SOARES. Yes.

The CHAIRMAN. And how is he now?

Ms. SOARES. He is excellent. He takes child growth and development, and they monitor him and have been monitoring him since he has been born, and he is doing very well.

The CHAIRMAN. So all the vital signs are okay.

Ms. SOARES. Exactly.

The CHAIRMAN. You are going to school now?

Ms. SOARES. Yes. I am taking child growth and development, and child psychology I.

The CHAIRMAN. And do you intend to go on to college?

Ms. SOARES. Yes, yes.

The CHAIRMAN. And are you working as well?

Ms. SOARES. Yes. I work at a day care center.

The CHAIRMAN. And do you take Dexter there sometimes?

Ms. SOARES. Yes, I do.

The CHAIRMAN. But the salary at the day care center, even though you are ready to work and you are going on to school, is not sufficient to provide those other kinds of support or services that you need.

Ms. SOARES. Oh, no, never. I could never pull it off, no way.

The CHAIRMAN. If you didn't have that support, do you think your life would be different?

Ms. SOARES. Yes. It would be very, very hard for me to get the care for my son without those services.

The CHAIRMAN. Ms. Brooks, could you tell us a little bit about the program itself?

Ms. BROOKS. The women and infants program was developed a little over a year ago in response to increasing concern about the number of babies being born cocaine-exposed. We were well aware of the difficulties of women receiving services and being referred to any number of places to get these services, and we decided that we wanted to try and provide as many services in one place as possible to decrease the confusion and the fragmentation of treatment.

What our program primarily offers is pediatric primary care, child development services, substance abuse treatment, family

planning, case management, and we have linkage with visiting nurses who also provide an advocate for the women.

The basic program provides individual as well as group substance abuse treatment, individual parenting counseling, as well as a parent/child group that is run by early childhood specialists.

We also provide counseling around housing issues. All of our women who are in our program have WIC and AFDC, so we make sure they have the entitlements that they need. We also help with housing, job training, and education as well.

The CHAIRMAN. How many women are you actually able to take care of under this program?

Ms. BROOKS. We enrolled 14 women originally.

The CHAIRMAN. And what is the need? We are talking about a program that seems to have very significant success, and yet it is really a pilot program.

Ms. BROOKS. Yes, it is a pilot program. Dr. Zuckerman made a study from 1986 to 1988, looking at women and the amount of drugs that women use during the prenatal period, and what was found was that 18 percent of the women in the study were found to use cocaine during their pregnancy. We have reason to believe that in fact that number is probably higher at Boston City—probably more than 18 percent of the women who deliver at our hospital.

The CHAIRMAN. How are the other women doing at staying in the program? Of the 14, what percent stay in the program and continue to utilize the services offered?

Ms. BROOKS. Of the 14 women, we have 12 remaining in the program. Two of the women dropped out, and their babies were put into foster care. Two other women were referred to long-term residential treatment because we found that it was just too hard for them to maintain their sobriety on an outpatient basis. The rest of the women remain in the program over a year later, certainly with struggles and ups and downs, but definitely connected to the program and coming in.

The CHAIRMAN. Very good. I have a feeling we have just opened the first Senate child care program here.

Senator DODD. Second.

The CHAIRMAN. Second—Senator Dodd opened the first one. [Laughter.]

Senator Wellstone.

Senator WELLSTONE. Ms. Soares, I wanted to ask you just one question. You were saying in your testimony, and it caught my attention, something like "I really feel good about myself now; I feel much better about myself." And I wanted to ask you in what way do you feel that this program has really best contributed to your feeling better about yourself, so that I can understand better how this program works?

Ms. SOARES. Well, first of all they let me know that anyone who uses drugs, it is a sickness; you don't use it because it is because you want to do. It is a disease. And they let me know that it doesn't make me a bad person, that I can change myself and turn myself around, and I can be the person that I know I am capable of being. They let me know that they are there for me, and I'm not by myself, that I'm not the only one in the world who has a problem,

and that I can change. So I really feel good about myself, a lot better than I felt last year at this time.

Senator WELLSTONE. Thank you for the answer. Just one other not so much a question but a comment. In listening to what you said, Senator Kennedy used the word "empowerment," and he said this is not a partisan word for Democrats or Republicans. I really believe that your story and the way you talked about yourself and the way you have gotten back up on your two feet is a pretty important story for a whole lot of people around the country to hear, I think. I think what you have said here is very, very important, and I want to thank you.

Could I ask one question, Ms. Brooks—if that is okay with Dexter there. One thing you hear quite often about a program such as the program you are involved with, and a number of different social service programs or what are called social programs, is that they reinforce dependency. I'd like for you to speak to that question because I have an idea that you do not view your program that way at all.

Ms. BROOKS. No, we don't. We believe that the best way to help a child is by helping his or her mother. We also believe in helping women to gain skills which will make them more independent so that by helping them look at their problems, get control over their addiction, learn some parenting skills, get interested in education or job training, it allows them to become more independent and go out and accomplish the things that they all have hopes and dreams about accomplishing.

Senator WELLSTONE. Thank you.

The CHAIRMAN. Senator Dodd.

STATEMENT OF HON. CHRISTOPHER J. DODD, A U.S. SENATOR FROM THE STATE OF CONNECTICUT

Senator DODD. Thank you very much, Mr. Chairman.

Let me first of all just ask unanimous consent to introduce an opening statement into the record.

The CHAIRMAN. It will be included in the record.

[The prepared opening statement of Senator Dodd follows:]

PREPARED OPENING STATEMENT OF SENATOR DODD

I want to thank Chairman Kennedy for conducting this series of hearings to lay out general goals for the Committee on Labor and Human Resources for the 102nd Congress. I am particularly pleased that an entire day has been devoted to issues affecting children; I believe we must focus even greater attention on their needs.

As Chairman of the Subcommittee on Children, Family, Drugs and Alcoholism, I look forward to a discussion today that will inform the work of my subcommittee in the months to come. As the next step in our work on these issues, the subcommittee will conduct 2 days of hearings—tomorrow and Thursday—taking a closer look at the state of the American family and at promising proposals for supporting families and children.

I remarked yesterday on the Senate floor that 1990 was the most successful year for America's working families in over a quarter century. The passage of comprehensive child care legislation, a

major expansion of Head Start and other human service programs, generous changes in Medicaid eligibility criteria—these are but a few of the many accomplishments we made on behalf of American families last year.

Despite these remarkable achievements, many American children remain second-class citizens throughout our Nation. Their deteriorating circumstances cry out for a re-direction of Federal policy. The alarming trends have become all too familiar: One-fifth of our children live in poverty. One hundred thousand children go to sleep homeless every night. Over two million children are reported abused every year. We project a tripling of children in foster care from 1985 to 1995. We see sharp decreases in the Federal programs that help children, such as AFDC, elementary and secondary education, and low-income housing assistance. This is a grim picture indeed.

Trends so clear and so devastating touch all of us. But we cannot let the magnitude of the challenging dissuade us. I believe that in terms of public policy, we are at a turning point that offers much promise. Broad consensus exists—perhaps for the first time in American history—for the goal of making children and families our Nation's first priority. To a large extent, we know what works—early intervention for children at risk, comprehensive and accessible support services for families. Successful models have sprung up in States and communities across the country, sufficiently tested for replication. Some of these models were incorporated last year in this Committee's Human Services and McKinney reauthorizations.

I believe that our approach to children's issues has been far too fragmented. Distorted by a piecemeal approach, we have helped families with Head Start services, while cutting back on housing assistance for the very same families. We have assisted a child in one area like special education services while ignoring supportive services desperately needed by the family as a whole. Countless examples could be cited. At the local and the national level, we must take a more comprehensive approach—an approach that applies the principle of making children a priority across policies and programs.

Yesterday I reintroduced the Family and Medical Leave Act, S. 5. This legislation reflects the philosophy of supporting children and families wherever possible. To claim that we as a society care about children rings hollow unless we are willing to provide job security when a worker must deal with a short-term family crisis.

Tomorrow and Thursday, at the subcommittee hearings, I will discuss other proposals for putting children and families first. Sketched broadly, they cover four areas—four themes which should govern our efforts to tackle problems facing the American family: (1) Family preservation, (2) income support for at-risk families, (3) helping families balance work and family responsibilities, and (4) greater and more innovative public investments for the future. The well-being of our Nation's children lies in the hands of their families. Government programs cannot substitute for strong families, but can help families strengthen themselves. Our policies should do a better job at giving families the tools they need to remain strong

and to nurture their children. to this end, I look forward to hearing from today's witnesses.

Senator DODD. I want to thank the chairman for this set of hearings, particularly today's on the American family. I am struck by two points—and I'd ask you, Ms. Brooks, and any of the witnesses with you, to comment on them. The first is the coordinated services approach. Last year we began some work here on that. I was struck with what the average person puts up with today, anybody who has a job and is leading a relatively normal life. There is tremendous difficulty that families have just going from one place to the next trying to properly service their needs, whether it is food or physicians or clothing or whatever else has to be done.

And for the person who is depending upon a governmental infrastructure to make ends meet, to then expect them to move around with all the other related difficulties it seems to me is self-defeating. You end up having an awful lot of people who miss out—not because they are unaware that there is assistance out there—but because it is just overwhelming.

I wonder if you might comment on that a bit, and I'll ask any of the other witnesses to comment on it as well.

Ms. BROOKS. I absolutely agree with you. I have had instances where women have come in to me with a list of seven or eight things that they were required to do in order to get entitlements or in order to get housing——

Senator DODD. Why don't you just use an example? I think it is so important. I don't know if many people are aware of that. Specifically, what are they required to do?

Ms. BROOKS. I had one woman come into my office who had two babies with her, a 13-month-old and a newborn, and she was using public transportation other than the taxi vouchers that we provide. In order to qualify for housing, she needed to get a number of documents, one of which was her birth certificate, which was very difficult to find because it had been misplaced, or there was a problem with it.

They wanted her to go to Worcester from Boston to get her birth certificate in order to qualify for housing. And along with that, there were a number of other things on the list that she also had to do, and it required several trips for her to do that.

Another problem is women who come in to see us who may have WIC set up in another office or may have other health care set up in another office or another part of the city, and they just don't go because they can't afford to get there, or they can't bring their children, or it is just too inconvenient.

So I believe that a lot of times the system is set up in a way for failure; that it is self-defeating. It is not that the women that I see do not want to do these things; they feel overwhelmed, they feel defeated, and they feel it is just an impossible task—which is why we try to provide as much as possible in one place so that they don't feel defeated, so that they feel that they can come in and get those services, meet their needs and move on.

Senator DODD. I am a strong advocate of that. In fact last year in the committee we passed legislation to help coordinate those services a bit. We'll see how it works, but it is based on that very idea because it has been overwhelming.

The second notion, just briefly—I wonder if you might comment, and maybe you, Ms. Soares, can speak specifically about this from your own personal experience—we have seen the tripling in the last couple of years of children in foster care in this country, and the numbers mount on a daily or hourly basis. One of the things that this committee has been trying to do is to see if we can't reverse that with the notion of family preservation being a major cornerstone of this.

In the area of drug abuse and drug treatment, one of the first things our courts do if they are aware of a problem, or at least they attempt to do in some cases, is to separate the child from the mother. This is usually the case.

Our experience has been, just listening to witnesses, that that is about the worst thing you can do in terms of treatment—placing that child in foster care and then increasing the risk to that child in terms of their own proper development in the years ahead.

I wonder if you might comment about that just from your own experience. In your particular case, Ms. Soares, did you end up in the justice system at all, or did you manage to avoid that because they were not aware?

Ms. SOARES. No, I had nothing to do with that system—knock on wood—because I don't know what I would have done if I had.

Senator DODD. Do you know people who did?

Ms. SOARES. Yes.

Senator DODD. And what happened?

Ms. SOARES. It is not healthy. It gives them an attitude that the system is fighting against them and is not here to help them. A lot of people avoid coming to group and things of that nature because they are scared of the system. I have friends on the outside who I have been trying to encourage to join the group, but they are scared of DSS involvement because they write them, and they really scare them a lot. I know that is their job, because you hear so much about child abuse and so on, but in some situations that my friends have spoken to me about, they are really, really scared to even get involved with a program such as Carol's because of the DSS and the system, how they fight so hard against them. It is not like they are there for them.

Senator DODD. Do you know of people who have had——

Ms. SOARES. Children taken away?

Senator DODD. Yes.

Ms. SOARES. Yes. And it has only led them to go heavier into drugs and into the street, just not caring, nothing to fight for.

Senator DODD. Well, that confirms what we have heard from a number of others as well.

What about you, Ms. Brooks—do you have any comment on that, generally?

Ms. BROOKS. Yes. I think one of the major problems that I see with the women that I work with is the lack of appropriate treatment programs for them. Alcohol and drug treatment programs were originally developed for men primarily and don't really meet the needs of women, so that many women with whom I have spoken would be very willing to go into an inpatient drug treatment program if they could bring their children with them into

treatment. But there are very few programs existing which allow women to do that, so they stay out of treatment.

They are also afraid of losing their children. They are afraid if they give their children up to go into drug treatment, they will never get them back. So they stay away from treatment; they are afraid to come in.

Outpatient treatment is one modality, but it is not the only modality or the most appropriate modality for all women. There needs to be a range of treatment programs which address the special issues of women and their children and which supports preserving families versus separating them.

Senator DODD. To give you an idea of how bad it is, the City of New York—and again I agree with you, there are various modalities that can work—but one of the statistically most successful is inpatient programs where you can be with your infant. In the City of New York there are 19 beds for women for that kind of program, and yet the success rate is well in excess of 95 percent. It is costly, obviously, but when you have success rates like that, it ought to encourage others to try and expand those opportunities. That is one of the things that we are going to try and do this coming Congress with some of these ideas we are talking about.

Anyway, thank you all very much for being here.

Thank you, Mr. Chairman.

[Information supplied by Ms. Brooks follows:]

BOSTON CITY HOSPITAL, BOSTON UNIVERSITY SCHOOL OF MEDICINE,
818 Harrison Avenue, Boston, MA, January 17, 1991.

The Honorable EDWARD KENNEDY,
315 Russell Senate Office Building,
Washington, DC.

DEAR SENATOR KENNEDY: Thank you for providing the opportunity for Angela Soares, her one-year-old son, Dexter and me to appear before your committee. It was a great honor and thrill.

While you heard a lot from Angela and some from me regarding the positive impact that our "one stop shopping" Women and Infant's Clinic has had on the mothers, you did not get a chance to hear about benefits for Dexter and the other children. I would like to extend my remarks and tell you about the children. You might even consider this a report card on the infants. After more than a year, of the 14 children originally enrolled, all have received regular pediatric check ups, preventive care and immunizations. There have been no serious injuries nor reports of child abuse. Only two children were hospitalized. At this juncture, one year after the program's inception, only one child of the 14 appears to have a developmental disability. She also is HIV positive. Only two have had to go into foster care. Our impression is that the children are doing remarkably well and at least as well or even better than many other children at Boston City Hospital who have not been drug exposed. The fact that all are immunized speaks for itself. Our program shows that we can deliver key services, (pediatric care, child development and drug treatment) to mothers and children in one place (the pediatric primary care clinic) and that this can make a significant difference in their lives at a relatively small and highly affordable incremental cost.

As these children enter their second year of life, we have every hope that they will have the opportunity to continue growing emotionally and physically so they will enter school ready to learn. For professionals in an inner city hospital, this reflects a remarkable optimism as the press continue to refer to these children as crack babies and by inference, throw away people.

Sincerely,

CAROL BROOKS, R.N.

WOMEN'S AND INFANT'S PROGRAM: AN EXAMPLE OF ONE-STOP SHOPPING

BY BARRY ZUCKERMAN, M.D. AND CAROL BROOKS, R.N.

WOMEN AND INFANT'S CLINIC

We have developed a small, special pilot program for 14 women and their infants at Boston City Hospital involving pediatric care, drug treatment, child development services and family planning at one site in the Pediatric Primary Care Clinic. This is a two for one program in that we provide care for both the mother and her infant. The program was developed in response to our experience that women who gave birth to newborns with cocaine in their system were referred to the above four services which are located at different sites with different appointment systems and personnel. Experience showed that women did not follow through on these recommendations although they did tend to come to pediatric care for their infant for six to eight months. Thus, these women were lost to the system until they showed up later because of problems such as child abuse, failure to thrive, injuries, etc.

At the end of the first year of this program, 12 of the 14 women remain involved and appear to be benefiting from this comprehensive but relatively nonrestrictive program. While only one woman is totally drug free, many of the women have periods of 30 to 90 days of abstinence. The treatment uses a cognitive behavioral approach emphasizing denial busting, identification and development of alternative responses of triggers leading to drug use as well as community resources such as AA or NA.

In addition to clinic based services, we developed a relapse prevention group for the mothers and a parent/child group. The parent/child group provides mothers with strategies to support their child's development and their role as a competent and caring mother. Part of the parent/child orientation includes outings to places like the Children's Museum and zoo to provide mothers with alternative child oriented activities.

Thirteen of the fourteen infants at one year of age appear to be developing normally. The one infant who is somewhat delayed in development also has HIV infection. The early success of our program could be attributed to the following key components: (1) Mother/child oriented and nonstigmatizing environment. (2) Promotion of the child's wellbeing including physical and emotional health, (3) Emphasis on age appropriate developmental interventions, (4) Support for maternal competencies at each developmental stage. (4) Case management by the drug therapist. These key components can be found in many other programs, but to the best of our knowledge, we are one of the few programs in the country that have combined them in one site with a small number of personnel. It is this model of "one stop shopping" that is user friendly and doesn't fragment families into bureaucratic or service pieces.

The CHAIRMAN. Thank you.

We had a former drug czar who was for the prosecution of substance abusing expectant mothers, who wanted to prosecute them and put them in jail. So this will certainly be an area that we want to review very carefully with Mr. Martinez, who has been nominated for that position. We hear a great deal about the war on drugs, and one of the critical areas which has been vast underserved has been the area of treatment, and I think you have reminded us of a very important aspect of one that is successful.

We are delighted to have the Goins family here, Stacey and Jamie. I understand, Jamie, that you are missing some school today; is that correct?

Mr. GOINS. Yes.

The CHAIRMAN. And I understand that if you have five absences, you are in trouble; is that correct?

Mr. GOINS. Yes.

The CHAIRMAN. And this is your fifth one; is that right.

Mr. GOINS. Probably.

The CHAIRMAN. But I understand that you brought your principal with you this morning. [Laughter.] Stacey, we are delighted to have you here, and perhaps you could tell us a little bit about your situation.

Mrs. GOINS. Good morning, Mr. Chairman and members of the committee.

My name is Stacey Goins, and I am here with my husband Jamie and my daughter Miranda. The assistant principal from my school, Ms. Carolyn Cox, has come here with us.

Our story began a little over a year and a half ago. We met at the local movie theater and began dating shortly after. Like many other teenage couples, we made a mistake. I found out that I was pregnant after we were in a car accident, and I had a test at the hospital.

We were married June 28, 1990. The next 4 months passed very quickly. Our daughter Miranda was born October 8, 1990.

Once Miranda arrived, our lives became very frantic. Being a mother was much harder than I ever imagined. We found ourselves up at all hours of the night and getting up early either for school or Miranda.

Jamie found it very hard to get up for school some days, when he had gotten home from work at 1:30 in the morning, and the baby was still not sleeping through the night. But he made it every day except for 5 during the 6-week grading period.

He tries really hard, and he is a good father. He studies, and even though he had all A's and B's, he almost failed because of the attendance policy at school. Luckily, one of our assistant principals helped him get his absences excused.

The next 6 weeks, Miranda had an ear infection, and Jamie had to miss several days again. Once again we were worried about his failing even though his grades were above average.

He wants to keep working all that he can, and he is grateful for all the hours he gets, and we need the money but I worry about how tired he is.

What really seems to hurt us more than anything is the way Jamie's work and hours are set up. He usually works from 3 p.m. to 12 midnight or later, 4 days a week at a grocery store. This gives him enough hours, but it makes it difficult for him to get enough sleep for school.

Another problem with his work is that he gets no benefits. He only works 39 hours a week and is not considered a full-time employee. He gets no health insurance, no vacations or bonus checks. He works at the minimum wage for less than $5,500 a year, but still we were told that we make too much for Medicaid.

Right now Miranda is the only one of us who has a Medicaid card to help with the medical bills. If either of us were to get sick or have an accident, there is no way we could make it because if one of us spent a week or two in the hospital it would be more than Jamie earns in a whole year of working.

We all get a little tired—I stay up until he gets home because I am afraid to go to sleep alone. Miranda usually wakes up when he comes home. We don't get to be all together much.

Even though the odds are against us, we are still holding onto our dreams. Jamie hopes to start college next fall. He wants to

teach math in high school. Once he gets through school and starts teaching, I want to go to college. I also want to teach, but on an *elementary level.*

A lot of our friends give up and leave school because it is so hard to get by. But Jamie tells me that even if it is killing him to do this now, it would be worse if we couldn't get to college because we can't live the rest of our lives like this.

The last thing I would like to say is about where we live. We shared my parents' house with my two brothers and Jamie and me until after Miranda was born, when we moved to a trailer that we rent from Jamie's parents. If they had not provided us this place to rent, we could not have a home. We are not eligible for any kind of low-income housing because of our age.

If we are supposed to live as adults, we should be treated as adults. We try hard, but people look down on us anyway. A lot of our friends have no place to go, and they must live with their kids and their parents. It gets hard when it is crowded, but there really isn't another choice. [Pause.]

The CHAIRMAN. It is all right, Stacey. Maybe you could continue with the statement, Jamie. You are doing very well. It is all right.

Mr. GOINS. Even though we have had many problems, a lot of other people in our area do, too. We live in East Tennessee in what is referred to as the Appalachian poverty area, and as a whole the living conditions are very poor. Our county has an unemployment rate of 14.6 percent—one of the highest in the State.

Many of our friends who are older, and some who are our age, are out of school and facing the same economic problems. Some have to quit school to hold down jobs and take care of their kids.

We are lucky that our parents can help us with Miranda and the trailer because if you are as young as we are and don't have someone helping you from the outside, you can't make it at all.

Stacey and I thank you for inviting us here to talk to you.

The CHAIRMAN. Thank you very much.

As I understand it, Stacey, you look after your wonderful daughter Miranda most of the time; is that right?

Mrs. GOINS. Yes.

The CHAIRMAN. And Jamie, you go to school from what time to what time?

Mr. GOINS. I go to school from 8 in the morning until 11:30 a.m. on a coop program that allows me to work.

The CHAIRMAN. And then you start work in the afternoon until around midnight or later. And to start school at 8 a.m.—I don't know how far away the school is—how long does it take you to get there?

Mr. GOINS. About 15 minutes.

The CHAIRMAN. So you are up early in the morning. Then do you try to study in the afternoon, before work?

Mr. GOINS. I get a lot of my work done at school, but between 11:30 a.m. and 3 p.m., if we've got time, I will do my homework.

The CHAIRMAN. And you are doing pretty well at school, as I understand.

Mr. GOINS. Yes.

The CHAIRMAN. What did you say you wanted to do when you finish school?

Mr. GOINS. Go to college. I hope to teach algebra or some type of math in high school.

The CHAIRMAN. Do you like math?

Mr. GOINS. Yes.

The CHAIRMAN. Do you do well in math?

Mr. GOINS. Yes.

The CHAIRMAN. Well, we have a critical national shortage in that area—I am certain that we can use you.

As I understand it, Miranda is covered by Medicaid until the time she is 6 years old; is that right? Could you tell us a little bit about that, Jamie, what kind of medical coverage Miranda has, and why you'll lose it when she turns 6 years old?

Mr. GOINS. She gets it until she is 6, and I reckon it covers her fully up until that time if she gets sick or anything and has to stay in the hospital for a while. But I'm not really sure why they cut her off at 6.

The CHAIRMAN. Well, it's the State law. We all have different State laws, and they vary a great deal. But as I understand it, coverage effectively terminates in the State of Tennessee at the age of 6 for people with your income. And you don't get any health benefits now—no retirement benefits, no vacation benefits, no health benefits at all through your job?

Mr. GOINS. No.

The CHAIRMAN. And you are working at the minimum wage, is that right?

Mr. GOINS. Yes.

The CHAIRMAN. We hear a lot about how the minimum wage is abused, and I think we have a very important example here.

Stacey, when Jamie is able to get through, do you intend to return to school and try to complete high school?

Mrs. GOINS. I have a homebound teacher right now, and I am going back to school the second semester, and then I want to graduate and go on to college, too.

The CHAIRMAN. And what do you want to do?

Mrs. GOINS. I want to be a teacher, too.

The CHAIRMAN. We have critical needs in the teaching profession at this time, particularly in the areas of math and science.

What do you find, Stacey, is the most difficult thing to deal with?

Mrs. GOINS. Well, I have really not seen a lot yet, because all I am having to do right now is take care of Miranda, and I don't go back to school until the end of this month. So I don't really know what is hard yet. Jamie is really the one.

The CHAIRMAN. You are most concerned about him.

Mrs. GOINS. Yes.

The CHAIRMAN. So you intend to go back to school later on this month. How did you do in school?

Mrs. GOINS. I made A's and B's.

The CHAIRMAN. Good.

Senator Thurmond, do you have any questions?

Senator THURMOND. Mr. Chairman, I don't have any questions for this panel. Thank you very much.

The CHAIRMAN. Senator Wellstone.

Senator WELLSTONE. First of all I want to thank you, Stacey and Jamie, for being here. My wife's family is all from Kentucky, and

we have a lot of good friends in East Tennessee, and it is good to see you here.

Jamie, for yourself—Stacey has expressed some of her concern more about you, although I think taking care of a child is a big job, and I'm sure you work very, very hard at it—for you, Jamie, it sounds like you have just a ferocious schedule. What is the most difficult thing for you?

Mr. GOINS. It would probably have to be that it doesn't really seem like anybody takes us seriously. It doesn't matter where we go, we're just treated as a 15 and a 17 year-old's, and then we have to turn around and live as adults and are expected to act as such. But we are never treated as such. I mean, none of the offices we go into ever seem like they want to talk directly to us or anything. We've got to provide for ourselves and so on, and yet they don't seem to want to listen. They don't seem to want to help at all.

Senator WELLSTONE. It seems like the two of you are pretty close to one another; it seems like you are kind of a team and support one another. How about with some of the other young people who are your age and are in similar circumstances—are some of the other younger people doing as well as you, or not? What do you see with some of your friends?

Mr. GOINS. They seem to have a lot rougher time. If you are as young as we are, if you are not adult age, 18, then you either live with your mom and dad, or you don't live anywhere, because there is no housing available to you whatsoever. And if you haven't got someone to help you with your bills every once in a while, it is just about impossible to make it on minimum wage the way they're doing it.

Senator WELLSTONE. I wanted to also emphasize that although it wasn't quite as difficult, Sheila and I were married when we were 19 and had a child a year later, and I remember if it weren't for some help from our parents, we would have never been able to make it. It was really tight.

Mr. Chairman, I'd like to end up with two quick observations, which are obvious but I feel like I need to say this very loudly and clearly. One is—and you have already said it well—both Jamie and Stacey have talked about their interest in teaching, and again, as someone who has been a teacher my whole adult life—you talked about not wanting to give up on your dream—do not give up on your dream. And because of what you all have been through and how strong you are, you people are going to have an empathy and a feeling for kids that is going to make you absolutely outstanding teachers. And if this country cannot support young people like you, we're going to be in a lot of trouble. For our own national interest, we need to support you. So make sure you don't give up on that dream.

My second point is the obvious one, which is we go back again to the health care costs. It is just so unfortunate that so many citizens are without adequate coverage, you all included.

Thank you very much for being here. It means a lot to me that you came.

The CHAIRMAN. Senator Dodd.

Senator DODD. Just briefly, Ms. Cox, you are the assistant principal?

Ms. Cox. Yes.

Senator DODD. How many students are in the school?

Ms. Cox. Currently we have about 1,456; sometimes we run as high as 1,600.

Senator DODD. What sort of program do you have? This is not an isolated case, I am sure.

Ms. Cox. No, it is not isolated.

Senator DODD. How frequently does it occur?

Ms. Cox. In the past school year, 1989–90, we served 24 girls in Stacey's circumstances. It varies.

Senator DODD. Are most of those raising their children on their own?

Ms. Cox. The majority of them become dependent on their families for financial support; they live with their families. And some of those families were already in financial straits before taking on this added responsibility of their child's child. Sometimes it makes a very volatile situation. It makes it very hard for them to make ends meet when they were having trouble to begin with.

Many of the young girls do not have husbands. With 80 and 90 percent of the pregnant girls dropping out of school, it is crucial to have some kind of program. In the State of TN, the general assembly passed legislation in 1986 that set up homebound instruction for pregnant teenagers. They are taught in their home for a period of 6 weeks, and the State reimburses the certified instructor.

Senator DODD. That is 6 weeks after the birth of the child?

Ms. Cox. No; it is 6 weeks as determined by the doctor. The doctor determines when the young lady goes on homebound.

Senator DODD. When does that usually occur?

Ms. Cox. The majority of them, just previous to the birth; and it can be extended beyond birth if the doctor certifies that there is a need. Now, the need has to be from complications of the pregnancy. It cannot simply be the fact that the mother has no one to keep the child when she returns to school. It has to be a medical need, and it can be extended every 10 weeks.

Senator DODD. But there is no period after the birth of the child?

Ms. Cox. Yes, if it encompasses that 6 weeks, or they go back to the doctor and they are recertified. But the idea is to keep them up-to-date as much as possible so that they can re-enter school.

Now, the big gap comes when it is time to go back to school, and there is no funding for day care or a babysitter. So many times, the young mothers are forced to choose. They either go back to school, or they care for their child.

Senator DODD. What do you do at your school?

Ms. Cox. In Stacey's case, it just so happens that her mother is working a shift that she will be able to care for the baby when Stacey returns on January 28. The majority of cases like that, there is someone who is willing to help. In 1989–90, ETHRA, the East Tennessee Human Resource Agency, had funds that would pay for someone to babysit while the mother returned to school. Those funds were not available this year. So at this point, we have no stopgap measure. If there is not a relative or a friend who can help take care of the child when the student returns, she often chooses not to return.

Senator DODD. So you are losing about 90 percent of your pregnant students.

Ms. COX. In 1989-90, out of the 24 that were served, 7 of those young ladies graduated, and four chose not to return. So with 80 to 90 percent of the teenage mothers choosing to drop out, those 7 out of our 24 would be approximately 30 percent who were helped.

Senator DODD. But those were primarily helped because there was some relative or friend.

Ms. COX. That's true.

Senator DODD. There was nothing there other than the system that would assist them.

Ms. COX. That is pretty much due to the local education agency. There are programs—out of 88 respondents to a survey that was done by the joint committee, there were 10 programs in the State of Tennessee that provided either day care or services or money for babysitting services. We are not one of them, however.

Senator DODD. First of all, I am very impressed, Stacey; you did a very good job and were a good witness. I appreciate your being here. It takes a lot of courage to come and talk about your own personal circumstances, and you ought to know that you are not alone. Obviously, there are literally thousands and thousands of people like yourselves all across this country. You are lucky, and Miranda is very, very lucky in the sense that Jamie is there, and there is a father, and you've got a family intact here. It is going to be a tough fight, but I've got a sense just listening to you this morning that you will do fine.

We really appreciate your coming here this morning and, in a very public way, talking about something that is very private. But you ought to know that it helps a great deal. So thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Senator Thurmond.

Senator THURMOND. Thank you, Mr. Chairman.

I want to thank all of you for coming this morning, and I'd like to ask the teacher this question. Does the school have any program to advise and meet with the high school students, to give them advice, especially to girls, and assist them in trying to prevent pregnancies?

Ms. COX. Not within the school curriculum framework, we do not.

Senator THURMOND. Do you think it would be a good idea if the lady teachers could meet with the girls and talk with them, and the male teachers meet with the boys and talk with them? Would that be helpful?

Ms. COX. I would say that it is safe to say that every teacher in my high school talks to students individually, not necessarily as part of a formalized course work—we do not have a sex education course—but I would say that it is safe to say that most teachers are concerned enough about young people that they try to encourage responsible actions among those young people.

Senator THURMOND. I'm sure they do. I was a teacher once myself, and I know of the interest that teachers have in their students. But I am just wondering—things have changed so, with television today playing up sex, playing up violence. These children

today are subjected to new influences that they didn't have when I came along and you came along. I just wondered if there shouldn't be more consultation with the students on the part of the teachers now. When both parents are working, the children don't get the attention they should. And it may not be the responsibility of the schools; however, I think the schools could render a great service as a matter of humanity if they would take a special interest in the students from that standpoint and advise and assist them in every way they could.

Ms. Cox. I certainly don't disagree with that, and there is coming from the Tennessee legislature action in the State Department of Education that says that sex education will be mandated. And then you have all the concerns of a very conservative rural community as to who teaches it, how much do they teach. That is a big concern in a conservative community, just like Planned Parenthood. We didn't have Planned Parenthood for a very long time because the community resisted it.

Senator THURMOND. Nobody has a greater influence on children than their teachers; I am convinced of that, and I think words from a teacher in the right way and in the right spirit could do a great deal in this crisis we are undergoing today with our young people.

Ms. COX. I agree.

Senator THURMOND. Thank you, Mr. Chairman.

The CHAIRMAN. I would just point out that it was even the suggestion that there might be some teachers who would be involved in sex education that blocked our education bill in the last session. As all of us know, having been through the family planning debate and discussion, the idea that you would have school-based teaching of this was sufficiently abhorrent to induce a filibuster in the U.S. Senate in spite of the fact that no title X money dealing with family planning is used for the school-based system, but just the concept of it, even though we wrote it in.

So as Ms. Cox appropriately pointed out, this is not an easy public policy matter. But I would agree with what Senator Thurmond has suggested, and perhaps we'll be more persuasive in this Congress on some of those issues.

I too want to join in thanking all of you. You have demonstrated enormous personal resilience, which is basically the essence hopefully of a successful and happy life. And although it is difficult now, I join with those who have every sense of hope for your future.

I want to thank you all very, very much. And the best way we can thank you is to try to use your comments and your testimony in trying to bring about some of the alterations and changes that you suggest, and I think you've got a sense that we will commit ourselves to do that.

Thank you very much.

We are pleased to welcome back to the Senate a friend and a long-time champion for children, Governor Lawton Chiles. The State of Florida is lucky to have a leader with the courage and commitment of Governor Chiles.

Governor Chiles, we are delighted to have you back. We particularly appreciate the fact that although you have only been Governor for 1 week, and we know all the complexities and pressures

you are under, you chose to take the time to come up here to testify. It is just another continuing indication of your long-standing commitment to children.

As the chairman of the Senate Budget Committee, we know of your commitment to try and ensure that adequate resources for the most vulnerable in our society. You have chaired the National Commission for the Prevention of Infant Mortality—which continues to do fine work. And you have been an advocate in the private sector during the interim period before assuming the responsibilities of being Governor. So in public life and out of public life, this has been a longstanding personal commitment.

We are delighted to have you back as one of the outstanding national spokesmen for children and children's needs, and we look forward to your comments and testimony.

STATEMENT OF HON. LAWTON CHILES, GOVERNOR, FROM THE STATE OF FLORIDA

Governor CHILES. Thank you, Mr. Chairman, Senator Thurmond, and Senator Wellstone. I am very pleased to be testifying before the committee.

I do come before the committee with a number of different perspectives, having served in the Senate for 18 years and, during that time, being persuaded that we had to find ways in the budget to put children's programs and priorities at the head of the line. I become increasingly frustrated by how those dollars seemed to end up building bigger and bigger bureaucracies, with fewer dollars going to children through many of those programs.

I come here now as the new Governor of Florida, who is about to submit a budget to the State legislature that adequately funds those same priorities that I had as a Senator.

I was inaugurated a week ago, and 2 days after that I had to cut $270 million in spending to get the budget in balance; $74 million of that came out of social service programs.

I also come here as the chairman of the National Commission to Prevent Infant Mortality, and I am sad to say that Florida, with an infant mortality rate of about 10.7 per 1,000 live births, is above the national average—over double that of Japan. You will hear more about this subject, I am sure, from Mayor Sharon Pratt Dixon, because the District of Columbia's infant mortality rate is worse than that of many poor countries.

The United States likes to think of itself as a superpower, but if we go to our children's hospitals and our pediatric wards, we certainly get a different picture.

Most importantly, I come before the committee as the father of four children and the grandfather of eight, who sees the breakdown in our communities and the gaping rips and holes in our social fabric. I also see our society's failure to invest sufficiently in programs that promote healthy futures for the next generation of Americans—programs such as prenatal care, developmental screening, nutrition, child care, family support, decent housing for the poor, special education and so forth.

Before baseball entered the era of free agents and million-dollar trades, there was a maxim that if you wanted to see what the

future of a ball club was going to look like, look at their farm system.

I want to tell you something about the likely future of Florida, by telling you something about Florida's children. One out of 3 of Florida's children live in, or close to, the poverty line. One out of 3 of the 10 year-old girls in our State are going to be pregnant before they turn 19. That same percentage, 1 in 3, will never graduate from high school. One in 5 of our children are uninsured for hospital care, and it is doubly as bad when you talk about insurance for physician services.

Those statistics don't paint a pretty picture, but we feel we have a responsibility to the people of Florida to try to change that and to even the playing field so that all of our children get a fair share and an equal opportunity.

When I was elected Governor, during the time of transition I sat down and looked at the budgets for programs affecting children. I looked at all of the Federal programs that are in place, programs that I was proud to help launch, like Medicaid, WIC, Head Start, and the Early and Periodic Screening, Diagnosis and Treatment Program. I looked at the State budget, at the half billion dollars that we are spending in the children, youth and families budget, and the $86 million that we are spending in children's medical services. I looked at those few dollars, and they confirmed what I already knew: Children are not getting enough dollars in those vital programs.

In our campaign across the State, we heard over and over how many waiting lists there are for pregnant mothers when they sought health care. I was told the only children's program in Florida operating without a waiting list is the morgue. That is a tragic but true statement.

I realized that we couldn't do everything at once because the new dollars are not there in the budget, but we have decided to do at least one thing right and to do the other things as well as we can. That one thing is very clear—to make sure that every child born in the State of Florida gets prenatal care. So in our first budget we are going to reflect this baby step in turning around a generational chain of child neglect.

Our infant mortality report card is nothing that Florida can be proud of, but we are going to design a new course that will change that.

For any State program to work, whether it is a program for prenatal care or one of juvenile services, there have to be partnerships struck between the governments and the communities. One example is a new program in Quincy, FL, in a small county west of Tallahassee, which is about 65 percent black. It raised tobacco in an earlier time. All that industry is gone, but it was a plantation economy. I spoke about Florida's infant mortality rate. Quincy's is double the national average, but that situation is turning around thanks to a program called Gadsden Citizens for Healthy Babies, which teamed up with the Collins Center, that I had a chance to direct. A remarkable woman named Sylvia Byrd directs a parenting and life skills program for at-risk pregnant mothers. To serve as role models, she has a network of "resource mothers." These are women in the community who have successfully raised their chil-

dren. They are the peer group of the community, and they come from the little towns of Sawdust and Greensboro. The role models can relate to the young pregnant women who are out there. They know them; they are their aunts, they are the people who know something about them, and they can tell them not to smoke and not to drink, and they'd better not catch them doing that. The at-risk mothers also can relate to the role models because they know they care about them.

The problem facing State programs is not just a question of dollars. We need better coordination between the State and Federal Governments in the delivery of services to our children. We need better coordination between the State houses and the local community-based programs.

Community-based programs are the hope, the glimmer of light, that make me firmly believe that we can turn the situation around for our children. The Healthy Babies program is just one example of the kind of creative and relatively inexpensive kinds of programs that can touch and transform children's lives—Senator Durenberger, you know what I am talking about.

Government should not worry about jurisdictional or agency boundaries so much and instead should look at the child and his or her best interests. The child on Medicaid is also the child on WIC, and the child enrolled in Head Start will be getting Chapter I assistance. The Federal programs, just like our State programs, must not micromanage programs, tie the hands of the States and take away the freedom to target programs to the most needy.

Federal funding should be targeted to outcomes, not to process. States should be rewarded for what they actually do, and not be tied up in knots with regulations and paperwork on how they should do it.

A good example of what I am talking about is the MCH Block Grant, the Title V program. The original intent of the block grants was to provide more flexibility to the States and to diminish the need for oversight. Instead the grant has accumulated some rules and requirements—and don't get me wrong—those rules seem to be very well-intentioned. One says 30 percent of the funds have to be spent on children with special health care needs.

What about the States where that 30 percent is an irrelevant target? Why not let the States determine which population group needs what, and why not let the Federal Government judge those States by the outcomes, not by technical observances of the law?

Another example is the Medicaid EPSDT program. Because of the way the rules are written, a child can end up having to see 16 different providers instead of receiving coordinated care.

The Infant Mortality Commission is soon going to be releasing a report on "One-Stop Shopping" to highlight what works in the coordination of care and services in our communities. The more we simplify the application process and find case managers who follow a child—one case manager who is managing that child—co-locate and coordinate services, and extend the operation of clinics into the evening to accommodate working families, the more responsive our social and human services delivery system will be.

Mr. Chairman, in Quincy, FL, when we were trying to start that children's program. There was a Federal health clinic adjacent to

the community health officer in the same building—only a wall separated them—and they corresponded with each other by mail. They would not speak to each other; they would not pick up the telephone and talk to each other. They mailed letters to each other. That is the process that we see in many places.

One week into office, I have heard another example dealing with the OBRA—we have a new acronym, the Official Budget Reconciliation Act of 1989—and the Federal regulations on community health centers where the matrix of State and Federal regulations and administrative requirements make no sense at all.

I am hoping that this committee will be sensitive to those problems and that we can work together to accomplish the same goal we have before us, to give all children a chance and a future.

The blame doesn't fall just upon government. Providers of services to children have to work better together. That can be accomplished in many ways. The Infant Mortality Commission has just begun a collaborative effort with 40 national health and education organizations which have 11 million people serving our children's health and educational needs.

I am excited about this project because it is going to change the concept of what a school is. Traditionally, a school has been a building open between 8 a.m. and 3 p.m., for 9 months of the year. We are trying to find ways to make that school the heart of the community, where our children can go to school to be educated, to get nutrition and health care assistance, to get counseling for the wounds they have from home, to get developmental training and assistance—in short, our schools have to look at the total needs of the child and not just the educational needs.

What good is it for a child to sit in class when the child is sick and can't get health care, the child is hungry and can't get food or nutrition assistance, or the child is terrified or scared because of a traumatic home setting? Our schools in Florida are about to undergo a revolution.

I want to close by saying that all the dollars and programs and Federal and State assistance in the world are not going to meet the most critical need that a child has—the need to be cared for and loved. No institution or government can provide this critical element in a child's development.

Experts say that the key to the healthy development of infants and children is found in the time and attention of caring adults, and that so many of the most important patterns of emotional development are laid down during the first 12 to 24 months of life.

We hope in Florida to set out on a path to create a new and caring community. In such a community, where we realize that if one child suffers, we all suffer, there we will find the secret to unlocking the gates that have imprisoned our children in childhoods of neglect and loneliness. We are our brothers' and our sisters' keepers. I don't have the formula for what makes a community caring and loving, but I have had a chance to see so many examples in Florida, and I am going to try to make that spirit spread throughout the State. Together with a renewed commitment on the part of people, and with sufficient human and financial resources to address the needs of our children, I think Florida can discover a

41-187 0 - 91 - 2

new greatness—the power of a community that cares about each and every one of its children.

I am delighted to have the opportunity to come before you, a committee that has worked so long and hard on all of these programs, and give you my testimony.

The CHAIRMAN. Thank you very much, Senator Chiles, for an excellent commentary on some very special needs of infants and children in this country.

We'll follow an 8-minute rule.

You bring a very special dimension to these problems, not only your own personal commitment which has been ongoing and continuing, but from having served in the Senate and now as a Governor. You have a perspective about the pressures that come from the expenditures of resources, taxpayers' funds, on these programs from several vantage points.

A common criticism is that we can't solve problems by throwing money at them. Therefore there is pressure on the Congress to make sure we have focus and attention in targeting resources, which bonds to a variety of different programs, to meet different needs and results in the kind of bureaucracy that you talked about and the separation of functions. And really, what you are talking about is a comprehensive and holistic approach to dealing with infant mortality and children's needs.

You mentioned outcomes. How do you really define and determine outcomes? You mentioned OBRA and the change in regulations. Previously, community health centers could only recover 50 percent of their costs. We raised that up because of the financial pressures on community health centers. There are fewer and fewer people who are insured, for reasons we won't bother getting into now. And therefore community health centers are serving more and more people without insurance, not getting adequate compensation, and facing a serious financial crisis.

So we upped their Medicaid reimbursement rate, which means both the Federal Government and the States have to come up with that additional funding, which puts pressure on your State, but increases access to services to those in need. And we get your comment now about trying to target limited resources in areas where you find are the greatest needs.

How do we really reconcile that? How do we deal with that as sort of a general policy kind of question? You mentioned outcomes——

Governor CHILES. There is no easy way and no simple way, and I wish I could come up here and just lay out a simple little formula. But I think if the Federal Government would say to the States, "We will sit down with you, and we will design a program together in which you will agree to certain accountability and certain outcomes that you will reach, and we will free you and give you more authority, but we will have a way, which you have agreed to, that you will meet certain standards on outcomes." And that could be an infant mortality outcome; it could be in certain health care. We have to find that way and design that. That in effect is the carrot and the stick. I think there has to be a penalty if you fail to meet the outcome. We're talking about trying to do that in education. We're talking about trying to send more of the dollars back to the

local schools, where parents and principals and teachers will have more authority in what they do. We're going to say we expect you to produce a student who can read and write, who can have certain abilities, and you have to agree with us as to what that should be; and if you do it right, we're giving you much more authority and more dollars—but if you don't, literally, it is like the bank examiners—they come in, and we can take over the bank. Now, we haven't done that yet, but we're holding out that proposition to teachers to do that.

What I think we're saying is don't grade just by input numbers. We've got to start looking at results, and we've got to design things so that you get a reward for good results, and you get penalized for not having good results.

The CHAIRMAN. I agree. Three years ago we passed what we called JEDI, through both our committee and the Senate, which dealt with the job training programs. For example, these young witnesses, the Goins, who were here this morning—a teenage pregnancy. History has shown us that there is a 90 percent chance that she will be on welfare for the next 10 years, at a cost to the Federal Government of about $44,000 and similar to the State.

So if the State puts up the money, it costs about $2,500–$2,800 for training, depending upon the nature of the employment situation, and gets the person employed, we can help people get off medicaid and AFDC and save the government 7 years of welfare payments. So couldn't the Federal Government create an incentive bonus program which would reimburse the State maybe 70 percent the first year, 50 percent if the young person stays off welfare—which the State might use as a revolving pool, and train other people.

I think conceptually there is broad agreement. The problem has been in practice. For example, if you take Title II of the Higher Education Act, which is basically a block grant to the States, there is a general sense that it really hasn't shaped up. I'd be very interested in what has happened in the State of Florida.

Governor CHILES. I would not say that we should give block grants without some agreement of what you expect from their programs.

The CHAIRMAN. As a politician, can't you see those who would be opponents, saying here is the Federal Government dictating outcomes to Florida, here is the Federal Government dictating to Texas, here is the Federal Government dictating to Massachusetts? You don't think that without objective criteria—that are applicable across the country the Secretary of HHS or the Congress, and the States would continue knocking heads? What if the criteria are wrong?

Maybe we should do it. I'm just trying to hear you out on it. We know the other isn't working.

Governor CHILES. That's exactly it. Why don't we try—and maybe you ought to pick a couple of States, as we are going to pick some counties in Florida. We have some counties that say to us, "We are duplicating almost everything you are doing. We've got a county health officer, we've got this, we've got that. Allow us to sit down with you and design what we expect the outcomes to be, and then give us the money, and let's don't duplicate these things."

We're going to try that in a couple of counties right away. We're going to try it in a couple of our large counties, we're going to try it in a medium-sized county, and we're going to try and find a cluster of small counties that will agree that they will get together. And we will no longer have two areas in aging, two areas in this, two areas in that, with cross-purposes.

But I would not want to do that with the counties without some agreement that is measurable of what the outcomes could be. And I do not think the Federal Government should pass money back to the States without some agreement as to what you expect the outcomes to be. If you don't put that on, then—all of us like to be able to have revenue that someone else has to raise that we don't have to be accountable for—there has to be some accountability.

But goodness knows, as you said, Mr. Chairman, what we are doing now is not working. And we are spending much of our resources on paperwork, on regulations, and nothing is coming out the bottom end.

The CHAIRMAN. I agree.

Governor CHILES. And especially these 16 people who are handling one case. We've got to get that down so if you allow States to get case management where at least one person is following a family and can really look at their total needs.

This whole concept that we've talked about of putting a child together so that we look at the health and educational needs of that child is one picture, not two separate things.

The CHAIRMAN. My time is up.

Senator Durenberger, I understand Senator Dodd has another appointment——

Senator DURENBERGER. Mr. Chairman, I got here last. I'm willing to wait until the end.

The CHAIRMAN. Well, we still follow that antiquated system of seniority on the committee.

Senator DODD. Thank you very much.

First of all, Lawton, welcome. It is a pleasure to see you, and congratulations. I appreciate your nice note, and I still hold you responsible for the fact that I still sit on the Budget Committee. [Laughter.]

Just one quick point, Lawton. Last year we passed out of this committee the Young Americans Act, which included authorization for coordinated services, the "one-stop shopping." Our problem is we have not yet been able to get an appropriation level to support that, and that is an effort for this coming year. But conceptually, particularly in the drug-related area, but not exclusively so, we have been able to support that.

And in fact the witnesses before you very, very poignantly talked about how difficult it is for them, the burden, the sort of self-defeating proposition of running all over the place trying to service your family. So we hope that that legislation—and again, I don't need to tell you what it is like to try to get appropriations in these difficult times—but we think there is a strong case.

In fact, frankly, something from the Governors Association talking about the value of that to the Appropriations Committee, I think would be of tremendous help to us in trying, with limited resources, to get some assistance for it. But it is there and around.

Governor CHILES. We will certainly look at that.

Senator DODD. We also chatted briefly with these parents about the drug treatment programs, and I mentioned how valuable I thought it was for parents to be able to keep their children, infant children particularly, during drug treatment, for inpatient programs.

Too often we have seen in the past where our drug czars and so forth have talked about basically indicting or prosecuting people like this rather than appreciating the fact that you are scaring off a significant percentage of the population that you are trying to draw into treatment programs.

Our new drug czar is someone whom you have a rather intimate knowledge of, and I wonder if you might share with the committee what you think we might expect from our new drug czar when it comes to treatment programs and so on, what his attitude is apt to be.

Governor CHILES. Well, I certainly expect that we're going to have someone who finally realizes that most of the drugs come into the country through Florida and that therefore most of the money and resources ought to be spent in Florida. [Laughter.]

Senator DODD. How quickly you forget. [Laughter.]

Governor CHILES. I think that Florida has certainly been under the gun as being an entry point, but also a place where crack cocaine sort of entered the country or really, I am afraid, blossomed. It is the drug that hit our rural areas; it hit areas where they had never heard of drugs before, and it has been devastating. And the treatment of crack cocaine addiction is one of the most difficult.

I would hope that Governor Martinez would be supportive of treatment and looking at new ways of trying to do something. We have some great programs in Florida, and I talked about them a lot during my campaign where I discovered alternative methods of treatment.

In Dade County, for example, they have set up a special drug court that is an alternative to the prison system. They bring people in, they treat them in an outpatient setting, they give them counseling, not only drug and peer counseling but job counseling, very intensive, and they test them regularly. They come before the court every two to 3 weeks, and they get positive or negative feedback from the judge who is looking at their record and knows exactly what they are about. They hold the charge over them, and they only null pross it at the end of it.

This is a program that keeps some young people 9 months to 1 year, carrying it out for about $500 per subject—you can imagine what it costs to incarcerate that person or just to even put him through the process—and it has a 90-some percent success rate now. So it is remarkable.

I happened to attend one of their graduations and see some of these people. They were not all black, they were not all Hispanic; they were a cross-section of our culture, and their common character was crack addiction. They were not all very young, and the thing that was remarkable to me was the way the public defenders and the prosecutors had gotten together with the police and with the counselors and were using sort of a holistic approach and a lot of self-worth treatment in there—you can do this, you can break

this. I watched those people hug their counselors and their police officers as they were graduating.

So this can be done, and it can be done in an outpatient setting. I hope we can educate the drug czar and everybody about this. You are on the right track.

Senator DODD. But you would anticipate, then, that we would be looking at someone whose emphasis in this particular area would be more on treatment than the prosecutorial or judicial system approach.

Governor CHILES. Yes, I think we've got to do that. Now, sometimes, as you know, you've got to have the hammer hanging over them, and I think that is what gets people to treatment. If you are addicted, you are not operating rationally, you are not operating normally, and I think that the hammer has to be there. Sometimes it is a sentence to treatment, but it is still different from incarceration. It is a different thing.

Senator DODD. Of course, you were tremendously helpful over the years on the children's agenda around here when you were a member of the body, and of course, chairman of the Budget Committee, and wrestled with those questions of how we fund some of these programs.

You have suggested already this morning I think a very creative idea. Senator Kennedy is absolutely correct. Just in child care, I can tell you the problem we had with the standards, where the States and the Federal Government and the administration particularly were very upset about the fact that we might be setting some minimum standards for what we would expect the States to be able to meet, minimum standards in health and safety. We had a very negative reaction to that because somehow that was the Federal Government dictating to the States what they were supposed to do.

So I am sort of intrigued with the idea of setting those standards and asking the States and local governments to meet them.

But one of the ideas to try and deal with this problem that we now for the first time seem to have developed as close to a critical mass of consensus as I have seen in my 16 years in Congress on the children's agenda, it seems to be——

Governor CHILES. Let me just say on the issue of standards—and that is kind of a "done deal" now—but I think in a lot of areas if you will set somebody up that you trust who is going to be setting these, then you say to a State, "You must have your plan approved." But you in Congress try to write out everything, and I think it is much better if you leave some discretion to someone else to negotiate with the States because depending on which State it is, they may be going from something that is so far down from what you consider a minimum standard, that to raise them up a lot is worth getting them to do something. So if someone could approve that—and they have to have their plan approved before they get the Federal money—I still would feel that might be good unless your standards are awfully minimum.

Senator DODD. They are pretty minimum in that situation. But let me ask you about this idea of what they are calling a national children's trust fund I think you toyed with this idea when you were budget chairman, where you'd take one-tenth of one percent

of a payroll tax, for instance, that is about $30 or $40 billion a year, which would be dedicated, say, to a children's fund, whether it is Head Start or these treatment programs and so forth for children.

Tell me what concepts you may have along those lines, what you think of that idea. The obvious argument against is that, well, you do it here, but what about the elderly, what about veterans and so forth.

Governor CHILES. Well, children we know are the one area right now that literally are not recognized. We said 35 or so years ago that elderly citizens in this country were entitled to health care. Now we argue about what that should be, whether it should be eyeglasses and prescriptions or how far we go with it, and that was the idea of the catastrophic bill that we have gone up and down on.

But we have not said that women and children in this country are entitled—entitled—to health care. It is not an entitlement. So if you did something that said we are going to take some funds, and we literally are going to make an entitlement, then again, I would say don't dedicate it to a single source—I would again allow it to be what a State could come up with in an approved plan, for what would have to be approved, a three- or five-year plan, and ways in which to grade them on that would give them a lot of flexibility of how to deal with it.

Senator DODD. Does the concept of a trust fund appeal to you?

Governor CHILES. Very much so—because again, I think there has got to be some way of recognizing the rights of children, which we have not done yet.

Senator DODD. My time has expired. Thank you.

The CHAIRMAN. Senator Durenberger.

Senator DURENBERGER. I yield to my colleague Senator Thurmond.

Senator THURMOND. Thank you, Mr. Chairman.

Governor Chiles, Senator Chiles, we are glad to have you back here.

Governor CHILES. You played all those roles together yourself, Governor/Senator, and I am just kind of doing it in reverse—and not with the longevity in either body.

Senator THURMOND. It is a changed situation since I was a governor, though. I was governor back in 1947 to 1951. I don't think we had all the problems we have today.

Governor CHILES. It is a little different.

Senator THURMOND. So you have a lot to face, and I am sure you will meet the challenge.

Governor, what do you consider to be the proper role of the Federal Government with respect to at-risk youth?

Governor CHILES. Well, I think the proper role has to be that of recognizing that the earliest intervention and prevention that we can do with at-risk youth to try to keep that at-risk youth from becoming the one that we have to incarcerate later, that we have to institutionalize later, or that becomes a permanent ward of our welfare system, so I think that role is to recognize that that ought to be a prime place where we put some resources and that we try to find the best ways to do that and that we enter into cooperative

relationships with the States and local governments as to how to do that.

Senator THURMOND. To what extent do you consider this country's past social policies have either promoted or hindered the development of a strong family unit?

Governor CHILES. I think perhaps every institution of our country has some responsibility. But part of it is that in this information age in which we live, everything has changed—the working family relationship that we now see, the number of single-parent families that we now see. Part of this has been an evolution that I don't know that you can blame government for.

I think that what we have to understand is that government could have a role and can have a role in trying to substitute for the loss of the nuclear family, that family that used to be out there. When I was raised—and I am sure it was even more so when you were being raised as a child—I had a lot of "mamas" and "daddys" out there, my neighbors and my aunts and uncles. If I skipped school, somebody was watching me; I didn't really do that in a vacuum. A lot of those people felt that they could snatch me up and punish me or tell my parents what I was doing; they could correct me as fast as my parents could.

All that is gone. We don't have the family around. Both of the parents are working. There are not aunts and uncles; there aren't grandparents who are around. Our young people have lost that kind of ability to parent. They don't know what a parent is supposed to be doing now. And somehow that training just sort of took place without us realizing it was happening before. Now we've got to substitute for that.

So I think it is more of a recognition of society than a fact of saying it is the blame of the government; I think we've just got to look at the world in which we find ourselves now. It is totally different.

Senator THURMOND. Governor, there are some social scientists, commentators and editorial writers who subscribe to the view that the biggest problem facing American children is not the lack of adequate, subsidized day care, nutrition programs, or after-school care, but rather a lack of time with and attention from their parents.

To what extent do you find this statement to be an accurate reflection of our society?

Governor CHILES. I think it is very accurate. But I think again, giving the world in which we find ourselves—or, let's take that single parent, that mother, who has three or four children. Her husband, or the father of those children, is not in the household, not providing any help. She has to work. There is a limit to how much time she can actually spend with those children. The same thing is true in some dual-parent families where they are both having to work.

So how do we substitute for that? Certainly for her to understand that she must try to spend some quality time with her child or children is tremendously important. But again I think we have to find ways in which we can substitute, and we have to understand that all of us have some responsibility in doing that.

I have decided I am going to be a mentor now; I'm going to find some at-risk youth that I am going to spend some time with. I said that in my inauguration speech, and it went over pretty well. Now I've got to figure out how the heck to do it. That is going to be more difficult. But I think it is a responsibility, Senator, that all of us are going to have to recognize. We are going to have to take part of this responsibility if we are going to truly be a community.

Senator THURMOND. Governor, in Florida have you found very much abuse of women and abuse of children?

Governor CHILES. It is tremendous. I think we'll continue to get that, but again, we tend to look for a simple solution that if we put a strong enough criminal penalty with relevant counselling, we'll get rid of it.

I am finding that where you find someone who is a child abuser or a woman abuser, you will generally find someone who was abused as a child. It is passed down. So it is again recognizing and beginning to have crisis centers, centers where people can learn to deal with their emotions, where couples can understand that when they are in financial or emotional stress, they tend to turn around and take it out on their children.

There are an awful lot of things that we need to do to try to deal with this. Again, Senator, if you look at the resources, very little resources are put in crisis centers. I have noticed that most of my universities are cutting back moneys on their rape crisis centers at a time when certainly the young women need that very much. It tends to get left out.

Senator THURMOND. My time is up. Thank you very much. We're glad to have you with us.

Governor CHILES. Thank you.

[The prepared statement of Governor Chiles (with attachments) follows:]

TESTIMONY OF GOVERNOR LAWTON CHILES
Before the Senate Committee on Labor and Human Resources
January 15, 1991

Introduction

Mr. Chairman, and members of the Committee:

As you pointed out in your kind introduction, I come before this Committee with a number of different perspectives.

--Here before the Committee as a former U.S. Senator who fought for 18 years to find ways in the budget to put childrens' programs and priorities at the head of the line, only to become increasingly frustrated by how those dollars ended up building bigger bureaucracies, with scant pennies getting to the children through some of those programs;

--Here as the new Governor of Florida who is about to submit a budget to the state Legislature that adequately funds those same priorities I had as a Senator; I was inaugurated a week ago today, and in my first week I had to cut $270M in spending to get the budget in balance, with $74M of that coming out of social service programs...;

--Here as Chairman of the National Commission to Prevent Infant Mortality, and I am sad to say that in Florida the infant mortality rate of 10.7 per 1,000 live births is above the national average, and over double that of Japan. You will probably here about this subject from Mayor Sharon Pratt-Dixon because the District of Columbia's infant mortality rate is worse than that of many poor countries. The United States likes to think of itself as a superpower, but just go to the Children's Hospitals and the pediatric wards, and you'll get a different picture;

--And most important, I come before the Committee as a father of four children and a grandfather of eight, who sees the breakdown in communities and the gaping rips and holes in the social fabric, and our society's failure to invest sufficiently in programs that promote healthy futures for the next generation of Americans; programs such as prenatal care, developmental screening, nutrition, child care, family support and decent housing for the poor, special education, and so forth.

FLORIDA'S CHILDREN

Before baseball entered the era of free agents and million dollar trades, there used to be a maxim: if you wanted to know what a ball club was going to look like in the future - take a look at its farm system.

Let me tell you a little about the likely future of Florida by telling you about Florida's children:
--One of three of Florida's children lives in or close to the poverty line;

--One of three of our 10 year-old girls in our state will be pregnant before she turns 19; that same percentage, one in three, will never graduate from high school;

--One in five of our children are uninsured for hospital care and it is doubly as bad when you talk about insurance for physician services.

Those statistics do not paint a pretty picture. I feel I have a responsibility to the people of Florida to change that, and to even the playing field so that all children in the state get a fair chance and an equal opportunity. When I was elected Governor, during the time of transition, I sat down and looked at the budgets for programs affecting children. I looked at all the federal programs that are in place - programs which I was proud to help launch, like Medicaid and WIC and Head Start and the Early and Periodic Screening, Diagnosis and Treatment Program (EPSDT). I looked at the state budget, at the half billion dollars we were spending in the Children, Youth and Families budget, and the $86M we were spending in Children's Medical Services.

I looked at those few dollars and they confirmed what I already knew: the children were not getting enough dollars for these vital programs. In my campaign across the state I heard over and over how there were waiting lists for pregnant mothers when they sought health care. I was told that the only children's program in Florida operating without a waiting list is the morgue. That is a tragic but true statement.

So I realized that I could not do everything at once because new dollars just aren't there in the budget, and so I made a decision: do at least one thing right, and do the other things as well as you can. For me, that one thing is very clear: make sure that every child born into the state of Florida gets prenatal care. And so my first budget will reflect this first, baby step in turning around a generational chain of child neglect. Our infant mortality reportcard is nothing that Florida can be proud of, and I am designing a new course that will change that.

But for any state program to work, whether it is a program for prenatal care or one on juvenile services, there are going to have to be partnerships struck between governments and the communities. Take for example a new program in Quincy, Florida. I spoke about Florida's infant mortality rate - Quincy's is double the national average. But that situation is turning around, thanks to a program

called the Gadsden Citizens for Healthy Babies which the Collins Center teamed up with. A remarkable woman named Sylvia Byrd directs a parenting and life skills program for at-risk pregnant mothers. She has set up a network of "resource mothers" to serve as role models for these young mothers.

The problems facing state programs isn't just a question of dollars. We need better coordination between the state and federal government in the delivery of services for our children, and we need better coordination between the state houses and the local communities. Community-based programs are the hope, the glimmers of light, that make me firmly believe that we can turn the situation around for our children. The Healthy Babies program is just one example of the kind of creative, inexpensive kind of programs that can touch and transform childrens' lives.

Government should not worry about jurisdictional or agency boundaries so much and instead should look at the child and his or her best interests. The child on Medicaid is also the child on WIC, and the child enrolled in Head Start also will be getting Chapter I assistance. The federal government must not micro-manage programs and tie the hands of states and take away the freedom to target programs to the most needy. Federal funding should be targeted to outcomes, not process. States should be rewarded for what they can do, and not be tied up in knots with regulations and paperwork on how they should do it.

A good example of what I am talking about is the MCH Block Grant, the Title V program. The original intent of the block grants was to provide more flexibility to states and to diminish the need for oversight. Instead the grant has accumulated some rules and requirements - and don't get me wrong, those rules seem to be well-intended. One says that 30% of the funds have to be spent on children with special health care needs. But what about states where that 30% is an irrelevant target? Why not let the states determine which population group needs what, and why not let the federal government judge those states by the outcomes and not by the technical observances of the law?

Or another example: the Medicaid EPSDT program. Because of the way the rules are written, a child can end up having to see 16 different providers instead of receiving coordinated care. The Infant Mortality Commission will soon be releasing a report on "One Stop Shopping" to highlight what works in the coordination of care and services in our communities. The more we simplify the application process, and find case managers, and co-locate services, and extend the operation of clinics into the evening to accommodate working families, the more responsive our social and human services delivery system will be.

I'm only one week into office and I've heard of other examples dealing with OBRA 1989 and the federal regulations on Community

Health Centers, where the matrix of state and federal regulations and administrative requirements makes no sense. I am hoping that this Committee will be sensitive to these problems and that we can work together to accomplish that same goal we have before us: to give all children a chance, and a future.

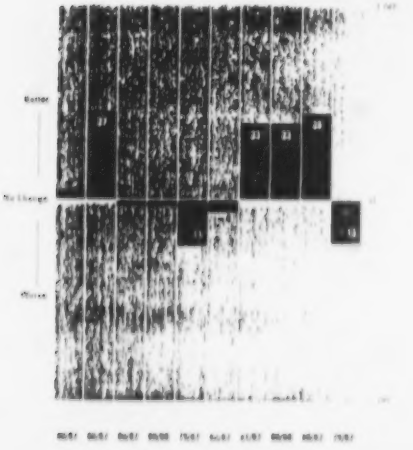
The blame does not all fall upon government - providers of services to children must work better together. This can be accomplished in many ways. The Infant Mortality Commission has just begun a collaborative effort with 40 national health and education organizations involving 11 million people who serve our children's health and educational needs. I am excited about this project because it is going to change forever the concept of what a school is. Traditionally, a school is a building open between 8 and 3 for nine months of a year. I am trying to find ways now to make the school the heart of the community, where our children can go to school to be educated, to get nutrition and health care assistance, to get counseling for the wounds they have from their parents, to get developmental training and assistance - in short, our schools must look at the total needs of the child, and not just the educational ones. What good is it for a child to sit in a class when that child is sick and can't get health care, or that child is hungry and can't get food or nutrition assistance, or that child is terrified or scarred because of a traumatic home setting? Our schools in Florida are about to undergo a revolution.

I want to close by saying that all of the dollars and programs and federal and state assistance in the world will not meet the most critical need that a child has - the need to be loved and cared for and needed. No institution or government can provide this critical element in a child's development. Experts say that the key to healthy development in infants and children is found in the time and attention of caring adults. These experts say that the most important patterns of emotional development are laid down during the first 12 to 24 months of life.

Florida is setting out on a path to create a new and caring community. In such a community, we realize that if one child suffers, we all suffer - there we will find the secret to unlocking the gates that have imprisoned our children in childhoods of neglect and loneliness. We are our brothers' and sisters' keepers. I don't have the formula for what makes a community caring and loving, but I have seen so many wonderful examples in Florida and I am going to try to make that spirit spread throughout the state. Together with a renewed commitment on the part of people, and with sufficient human and financial resources to address the needs of our children, I think Florida is going to discover a new greatness: the power of a community that cares about each and every one of its children.

Florida

Total Population: 12,044,000
Percent Population under 18: 22.3
Percent Population Minority: 24.8
Percent Population Metropolitan: 90.8
Per capita income: $16,503



The Boston Globe

• FRIDAY, JULY 20, 1990

Compassionate prenatal care p10

Another one of those studies has reached another one of those conclusions: the US is sliding backward into the status of a undeveloped country unable – or in this case unwilling – to preserve and enhance its natural resources.

The natural resource is children. The US ranks 20th among industrial nations in preventing infant deaths. A study by the General Accounting Office concludes that a program of home-care visits to pregnant women would save lives and eventually save money, although its start-up costs frighten timid politicians in read-my-lips Washington.

The GAO estimates that every $1 spent on prenatal care would save $4 to $6 in costs for hospital care of undernourished infants, welfare, food stamps and special-education programs for children born unhealthy. European countries provide home-care visits for every pregnancy, but Europeans are less susceptible than Americans to the political demagoguery of welfare-bashing.

Home visits would save money and would be compassionate, but "compassionate" sounds expensive to most politicians. An exception is Lawton Chiles, the former US senator from Florida who is running for governor. After recommending a study of prenatal care, he was named chairman of the National Commission to Prevent Infant Mortality.

Chiles found that sending poor pregnant women to welfare clinics is counterproductive. "A lot of times in the clinic setting, they would be afraid or ashamed or just wouldn't know the questions to ask," one counselor told Chiles. "But in their home, it's a very natural atmosphere."

The politicians who trumpet family values do not wish to share them with families that are poor, illiterate or otherwise dysfunctional. Without political leadership from either party, the prevailing mood in Washington suggests that the poor be grateful for trickle-down, supply-side economics.

"We really can't afford not to do it," says Chiles. "But we're not doing it."

THE NEW YORK TIMES, THURSDAY, MARCH 29, 1990

Bad Luck Babies

A22

Children born to poor parents in this rich country all too often get a rotten start. As a report from the National Commission to Prevent Infant Mortality points out, America ranks a humiliating 20th in the infant death rate. And, according to the Centers for Disease Control, the number of low-birthweight babies keeps rising.

The reasons aren't hard to find. Crack and cocaine use, venereal diseases and AIDS all increased in the 80's. Births to unmarried mothers went up; their babies are twice as likely to die in infancy. Between 1980 and 1987, the percentage of women obtaining late or no prenatal care increased 33 percent for nonwhites and 17 percent for whites. A poor woman may now be "entitled" to prenatal care under Medicaid but there's a shortage of clinics and a cumbersome eligibility process.

Last spring the commission, headed by former Senator Lawton Chiles of Florida, came up with a sensible idea: "one-stop shopping" for health care, by situating together all the services that poor women and children need. It also advocated home visits from specially trained mothers, along with a handbook offering basic health information and a comprehensive health record. An economistic Congress authorized but then failed to appropriate the $100 million the commission estimated was needed for the first year.

If the reasons for the sad infant mortality rate are clear, dealing with them — especially when they involve drug abuse — will be unquestionably complex. Meanwhile, however, the commission's proposals made for a sound start. That they aren't yet a reality is bad luck for poor babies.

BEST COPY AVAILABLE

USA Today p13A 3/16/90

CELEBRITY CORNER

Earlier care will save our kids

Former Sen. Lawton Chiles is chairman of the National Commission to Prevent Infant Mortality.

LAWTON CHILES

Our hope for all that America will mean in the years and decades ahead rests upon our children.

But the current national agenda on children has a problem: The focus on children doesn't start early enough. Talk of improving education and providing child care assistance is all fine and good. But, if we are to ensure that every child can develop to his or her potential, we have to go all the way back to birth, not just to the classroom.

The fact is that we are doing a dismal job of guaranteeing that babies are born healthy. We rank 20th among industrialized countries in our rate of infant mortality.

The death of nearly 40,000 infants per year before they reach their first birthdays is a tragic waste. A recent report issued by the National Commission to Prevent Infant Mortality — a bipartisan congressional commission with representation from Congress, the administration and the private sector — notes that things are getting worse, not better. That should give us cause for concern.

Like many of America's leaders, I, too, am a grandfather. And I believe that every kid is the same when it comes to hope and the future. But that is why I also suffer for the infants who are not born healthy.

In an era when the United States is spending more per capita on health care than any nation in the world, too many babies are born at risk. Too many babies die unnecessarily. Too many babies fail to learn and develop because they live with preventable disabling and handicapping conditions.

Even more distressing, our nation has the knowledge and the capacity to help many more children get a healthy start in life. Preventive prenatal and pediatric care works and saves money.

We need to focus our attention on children at the earliest age possible, at birth, and we need to focus on the health of their mothers before birth.

Pregnant women and young infants need to be guaranteed access to quality prenatal and well baby care. The National Commission to Prevent Infant Mortality is calling for universal access to health care for all pregnant women and young children. We think this kind of safety net is imperative if we are to have a generation of young people who will be healthy and productive enough to lead our great nation into the 21st century.

If we want a better America in this new era of world affairs, we must look at what the building blocks are for success. You can't build a house without a first floor, and you can't expect to have a child turn into a productive citizen without a healthy start in life.

This country's leaders must recognize where priorities for children begin. At the beginning

The CHAIRMAN. Senator Wellstone.

Senator WELLSTONE. Governor Chiles, first of all let me apologize to you for having to step outside right in the middle of your testimony. What you say is very important to me.

One thing I want to fashion my attention on which is more in the positive—because you talked about this, and I think all of us here today are painfully aware of the gap between what needs to be done and the resources to work with. You said that the one thing that you feel very strongly about is the importance of community-based programs. I took that to mean that you were applying this conceptually to a variety of different programs.

Governor CHILES. Absolutely.

Senator WELLSTONE. We heard the word "empowerment" a little earlier with another panel. I wonder whether you could flesh that out a little more for me and others.

Governor CHILES. Well, I was spending about 2 days a week when I was campaigning, going around and finding some programs that worked. That is one of the things that got me into the race for Governor. I felt that basically we are gridlocked up here, the State government was gridlocked in Florida, but there was some life and vitality going on at the local government, and a lot of it was partnerships between nonprofits and community/local governments, so to speak. There were a lot of nonprofit volunteer groups that were working.

What I found also was that in some part of the State, someone had the answer that was working well in almost every problem—drug education, drug treatment, teenage pregnancy, hospice—all of these things—and that it wasn't as much having to go out and invent a solution; it was looking at the pieces of the mosaic that were out there to see how you could put it all together.

Nobody was doing it all, but everybody had a piece. What I want to do is to try to offer the carrot, where you can, to get this information out there. If you have a program that works—and I saw some that worked well in other States—let's replicate it, let's copy it, let's bring it together, and let's try to get communities to recognize that we will allow them—and what I heard over and over again was "Don't give us any more money; just get out of our hair, just leave us alone"—almost "Free us and empower us."

What I found from case workers and our HRS, which has about a 70 percent turnover, is that no one listens to what they have to say. They are given a checklist, and they have to carry out these things. It has not happened to them what Ford Motor Company did in starting to listen to the shop room workers. So listening and reading some of the literature that is out, you come up with what you call a community base. What does it mean? I don't know exactly, but I know that it means we've got to quit doing what we are doing now. The State government is just as responsible as the Federal Government in our bureaucracy, top-driven, driving down. We have got to again try to find ways that we have competition in the service between something the State is doing and something you are doing in a private nonprofit. We have got to find ways that we look at the outcomes, grading on results. You have got to give people some choice so you are allowing them to participate in decision making.

All of these are parts of it, and goodness knows, we are just starting in this, but to me it is the direction in which we ought to be going. We are going to try to encourage that. I hope you all will from up here—or at least free us with waivers and so on so that we can put the model out there.

I want Florida to be the lab for this. And if you will help me get some waivers and so on, even with the existing dollars we have I think we can do so much more.

I'd love to see the trust fund, but I'm not here pleading for additional dollars right now because I know the plight that you're in, and you have to get this house in order. Just give us some flexibility in how we deal with it.

Senator WELLSTONE. Mr. Chairman, I don't want to take up any more time. I can't say it any better than the Governor. It is interesting—one thing that is great about campaigning—and not all things are great about campaigning—is that you really do meet an awful lot of people everywhere. I was struck by the fact that indeed this is still a grassroots political culture in our country, and some of the most exciting things really do happen at the community level. So I just want to tell you that I hear you, loudly and clearly, and I think you are absolutely right in terms of where the laboratories for change should be.

Governor CHILES. There are some real heroes and heroines out there, too, who are doing some wonderful, wonderful work at the community level.

Senator WELLSTONE. Thank you very much.

The CHAIRMAN. Thank you.

Senator Durenberger.

Senator DURENBERGER. Thank you, Mr. Chairman.

Paul, you are absolutely right—nobody can say it better than Lawton Chiles. I must say it has been such a pleasure serving with you here in the Senate, and I can just feel it is going to be even more of a delight serving with you as governor.

When I went through the receiving line for Arnie Carlson, your new colleague from Minnesota, I asked him, "How do you think you are going to make it?" He said, "As long as I can keep my eye on a vision and try to see where we ought to be, I think I'll be okay." As you know, he is already bogged down with a $2 billion deficit and a number of other problems.

My prayer for you, Lawton, in the 4 years that you are Governor is going to be that you are able to do just what you said today, that is, keep your eye on the where we ought to be. Only that way are you and the other people out there who are closest to all the folks that Paul talked about every, single day are going to be able to provide us with the vision that we really need.

I have loved working with you on the Infant Mortality Commission, and I understand that you are going to stay on as the chairman. I think that is fantastic. It really helps us a lot.

I have one question I'd like to ask you. I had thought of asking the question of Jim Renier, who is coming behind you, from the public/private sector. I want to read you the end excerpt of about a 10-page letter I received when I went to a small town in Minnesota. It is a medium-sized rural town and is big enough to have about 90 or 100 kids in the second grade. It has four different grades. This

was written by all four of the teachers. She talks about how different the society that she is seeing in the form of 7 year-olds is today than it was even 5 years ago. This is a 4 year-old letter.

Everything is in there, and the bottom line at the end is: "Teachers have become nurses, babysitters—some are at school an hour ahead of time. They have to be inside, as we cannot afford a playground supervisors before school, and there aren't any volunteers. We serve as counselors. We serve as confidants. We serve as huggers, which we seem to do more of every day. We teach parents. We teach them to parent. We do secretarial work. We used to teach reading, math, spelling, handwriting, social studies, science, language, art, music and physical education. Now, it is drugs, alcohol, feelings, responsibility, sex, AIDS. What suffers? Reading, the basics."

Actually, this is about a nine-page letter, and I have read it so often and seen it so often since then that it almost hurts to read it. But you talked about outcomes, and you talked about demonstrating things like that. We have heard a lot recently about choice in education. We say we ought to give people choices; we ought to empower teachers to teach, and we ought to lift up education and get some competition and choice.

But my fear as I read this is that these young people need so much in addition to reading and all the basic skills that I become apprehensive about how you might incent that choice. And also, I am asking you a question because you used the words, "case management" or "care management." Those of us in the health care business talk about this a lot. We are changing the way we bring providers together and we interface with the individual in a different way.

I am just curious as to what your sort of incipient at this stage thinking is about a different role for the educator, or a different role for what we today call the public school. Maybe you could talk about that a little bit.

Governor CHILES. We have what we call some community schools, and I found them in several counties. It is intriguing to me, and that is what I was talking about in our testimony that we want to see how we go to that. This is a school that I think looks at a whole child and the child's parents and recognizes the very things that you said about this teacher—but why should the teacher have to do all of that? Why don't we move onto the school grounds a lot of the other services that we are now fragmenting and offering and put them all together in this community school?

Why don't we open this school at about 6 in the morning and keep it open until 9 or 10 at night? Why don't we provide that at this place there can be child care for younger children; it is open after school, in a recreation setting, so that working parents can leave their children there, and they'll be getting some recreation and supervision. It is open year-around, and while we only have maybe 180 days of school, we don't necessarily do it in a nine-month segment, but we do it in team teaching and team blocks—you know something about the year-around concept of schools, I think—but seeing how that works. You can save 25 percent of your construction cost if you keep a school open year-around, and retention is so much better with those slower students because they

aren't out 3 months out of the year—they are out about 6 weeks in the break time—and there are classes going so that you can move them up or back in, without having the loss of time.

But we could deliver all of those services; get the counselors to the school from the social service end—we have all different kinds of counselors—but provide that at night there could be parenting classes there for the adults. That is what we call a community school, and I think trying to at least encourage that happening by taking away the roadblocks that are there preventing that, and maybe offering some kind of inducements, carrots for doing that, I think could lend an awful lot.

Senator DURENBERGER. Thank you. Mr. Chairman, along the line of what the Governor said about demonstrations and so forth, I think I should mention this to you in this setting, with the new mayor of the District coming up. As much as I respect Florida and Minnesota, I think one of the things we ought to think about this year is our involvement in a genuine geographic community demonstration, and I'd like to see it in the District of Columbia. I don't know how they feel about this sort of thing or how you do——

Governor CHILES. I applaud that.

Senator DURENBERGER [continuing.] But I think it would be a tremendous opportunity for them and for us and for everyone else.

Thank you very much.

The CHAIRMAN. Thank you. I think it would be an enormously exciting challenge, Governor Chiles. A year ago we heard from Superintendent Fernandez in Dade County about what was being done down there with regard to mobilizing elderly people——

Governor CHILES. Yes, he did a tremendous job. New York City has stolen him now.

The CHAIRMAN. There was an $850 million bond issue that was supported by almost 70 percent of the seniors. In my State you can't get the seniors; they just won't support it because they haven't got their kids in school. And he got them into this thing.

Governor CHILES. He allowed them to see what was happening.

The CHAIRMAN. Exactly

Governor CHILES. He allowed them to participate; he got them to have a stake in it. And it worked tremendously well because all of these seniors are grandparents, they care—and he proved that.

The CHAIRMAN. And at American Bankers Insurance, where they are teaching K through 4 in the company facility, they have gone from a turnover rate of 11–12 percent to 4 percent.

Governor CHILES. It works.

The CHAIRMAN. So it makes financial sense and the retention rate improves. They tell me that the families are having more children, they are so happy down there.

Well, we want to thank you very much, and we want to keep in touch with you and work closely with you and all the governors, mayors, and others. As has been pointed out, you come with a very unique perspective, and I think you have rung a lot of bells here. So we want to work with you and learn from this experience, and hopefully, be more responsible by using our resources effectively.

We know you came a long way and are returning immediately. It is a tribute not only to your commitment to your constituents, but

to the children not only of Florida but of the entire country. We are very, very appreciative of your appearance today.

Governor CHILES. Thank you, Mr. Chairman. The opportunity to have this dialogue and this partnership is what we are desperately looking for, and we thank you.

The CHAIRMAN. Thank you very much.

Senator THURMOND. Mr. chairman, I have some appointments, and I will have to leave, but I will ask unanimous consent that my opening statement follow that of the chairman.

The CHAIRMAN. It will be so included.

[The prepared statement of Senator Thurmond follows:]

PREPARED STATEMENT OF SENATOR STROM THURMOND

Mr. Chairman: It is a privilege to be here this morning to receive testimony on children, youth, and the American family. From the Creation to the present, the family has been the basic structure for the existence of all of society throughout the world. It is the unit through which children mature and shape their values for a lifetime. It is a basic structure which transcends time. As one commentator stated, "The family is the only social institution that is present in every single village, tribe, or Nation we know through history." With this in mind, it is most important that our social policies promote a strong family structure.

Earlier this century, former President Teddy Roosevelt made some keen observations about the family which still apply in the 1990's. In an address to the First International Congress on the Welfare of the Child, he stated ". . . it is the tasks connected with the home that are the fundamental tasks of humanity. After all, we can get along for the time being with an inferior quality of success in other lines, political or business, or of any kind; because if there are failings in such matters we can make them good in the next generation; but if the mother does not do her duty, there will either be no next generation, or a next generation that is worse than none at all. In other words, we cannot as a Nation get along at all if we haven't the right kind of home life."

As we consider the testimony today, we should ask ourselves, "Just what is the proper role of the Federal Government with respect to the family and youth?" and "Do our current policies support a strong family unit?"

Mr. Chairman, in closing I want to draw the attention of the Committee to an excellent, 90-minute documentary prepared by the South Carolina Educational Television Network, in conjunction with Public Affairs Television and WNET of New York. Entitled "All Our Children," this program provides probing insights into many of America's At-Risk Youth, who drop out of school or finish school unprepared for life and work. As the documentary reveals, many of these problems are traceable to problems in the home life.

This presentation also examines how committed adults and community leaders around the Country are helping these youth address and overcome the daily challenges of life. I commend to the Committee this fine program which is scheduled to air Nationally on Wednesday, January 15, at 7:30 p.m. on PBS stations.

Since 1958, South Carolina ETV has provided quality leadership in educational programming, benefiting many thousands of children, youth, and adults. In 1988, it was my pleasure to work with you—Mr. Chairman—and this committee in enacting the Star Schools legislation, which has enabled many underserved populations to receive instruction—via satellite telecourses—in Russian, Japanese, Advanced Placement Economics, and Calculus. South Carolina ETV has been an instrumental part of providing those services, and it is my hope that the partnership that they have had in this initiative will continue.

Mr. Chairman, I look forward to hearing from our distinguished panel of witnesses and reviewing their testimony.

The CHAIRMAN. We are now going to proceed out of order to accommodate the extraordinarily busy schedule of the Mayor of the City of Washington. We'll ask Sharon Pratt Dixon if she would be good enough to come forward.

I want to apologize to the other witnesses, especially to Mr. Renier, the CEO of Honeywell; we appreciate very much all the witnesses' patience, and Mr. Renier, we are particularly appreciative of yours.

This is the first appearance of the Mayor on the Hill. She has had a long and distinguished career both in the private and public sectors. She faces enormous challenges in this community and has targeted the special needs of children and youth as one of her highest priorities.

We are very grateful to you for coming up here and making a presentation this morning, and we'll ask you to proceed in whatever way you wish.

STATEMENT OF HON. SHARON PRATT DIXON, MAYOR, DISTRICT OF COLUMBIA

Mayor DIXON. Thank you, Mr. Chairman.

I guess for the record I should say my name is Sharon Pratt Dixon, and I am the new Mayor of Washington, DC.

Before I get into the heart of my testimony, I want to thank you for all the courtesies and the great help that Mr. Fraser has provided us; I do thank you very much for that.

I guess we all appreciate that I come before this committee at a time of great and grave national concern, for there is indeed a crisis in the Persian Gulf, but there is also very much a crisis here at home.

I guess as well that as we gather on the occasion of the anniversary of the birthday of the Reverend Martin Luther King, Jr., we do so at a time that is punctuated with many ironies.

The first and most glaring irony of course is that the Reverend Martin Luther King, Jr. was a man known as the "prince of peace;" and yet we gather when the world is at the brink of war. Somehow I guess we all hope that his spirit and the purpose of his life will envelope the world, that Saddam Hussein will retreat, and that our troops will return safe and sound to this country.

I guess the other irony that earmarks this occasion is a recent poll that was published just a few days ago in the year of 1991 that suggested that a good many Americans still question the patriotism

of members of my own community, the African American community. That is indeed a great irony because I come from a segment of our society that has contributed handsomely to America and have given their lives since Crispus Attucks in the American Revolution; the 54th Infantry in the Civil War, where men who were not even free sacrificed their lives knowing that it may not make a difference, but merely for the glory of serving America; disproportionate numbers in the Vietnam war, and unparalleled numbers now in terms of being poised and prepared to serve in the Persian Gulf.

I come from the District of Columbia, where we will have more troops than most States of this Union, and yet it is our misfortune, our irony, that we did not even have a chance to cast a vote on so solemn an occasion.

One way or the other, though, members of especially the minority communities of this country will experience casualties possibly, whether it be on foreign soil or domestic soil.

In many ways, the reason that we are experiencing these casualties in the District of Columbia—and I, I guess, am not unlike a general as the Mayor of Washington, DC—and every day we do have casualties, young men and women who are killed, maimed or wounded in the streets of the Washington, because they are caught up in a different kind of war, the drug war. And the reality of it is that they have become trapped in this dynamic because of the failure of our country to remain faithful to some of its own basic ethic.

America used to be a country that was committed to investing in the future, where education was central to the thrust of what America was about, and for the last decade or better, we have walked away from education.

Sadly today, we have young people who are part of a school system with a curriculum that in no way prepares them for the world which they are about to enter, a curriculum in no way posed to allow them to participate in what is now a global marketplace.

We have little in the way of support systems. Sadly, we have walked away from Head Start and many programs of this kind. We have little in the way of support for recreational programs and sports programs and mentor programs and internships and, so sadly, young people from our community see nothing in the way of real potential when they come out of school and nothing in the way of real opportunity on the horizon.

As a result, in an era where America especially celebrated the quick benefits of capitalism—and I, of course, come from that capitalist system and support it—the sad reality is there wasn't an opportunity available to them; the private sector was not involved in their lives, not involved in the schools. And so as a consequence, they have turned to the only capitalism available to them, and that is the illicit capitalism associated with the quick profits of the drug trade.

I believe have desperately got to reorder our priorities, make education a real priority again, to have dollars and resources available. We need to have Head Start. We need recreational program, mentor programs, internship programs, because the reality of it is that until we shift our priorities we stand at greater risk on the domestic front, I think, than we ever will on foreign soil.

I want to commend all of you, and I appreciate the chance to be here today, to have a chance to speak to this very important issue that I think stands real in terms of compromising the rich potential of our country.

The CHAIRMAN. Thank you very much, and we'll include your entire statement in the record.

[The prepared statement of Mayor Dixon follows:]

PREPARED STATEMENT OF MAYOR SHARON PRATT DIXON

Mr. Chairman, my name is Sharon Pratt Dixon. I am the new Mayor of Washington, DC.

I come before this committee to speak at a time of grave national concern. There is a crisis in the Gulf and there is a crisis here at home. Both are real and both are the unintended but very real consequence of national policies established in the last decade. The old biblical admonishment that "what you sow, you shall reap" is uppermost in my mind as this committee meets today.

This hearing is being held on the anniversary of Doctor Martin Luther King, Jr.'s birthday. Doctor King was a preacher of nonviolence, a man of peace who believed, as he wrote in his Nobel Prize Address, that "unarmed truth and unconditional love" would have the "final word in reality." The "final word in reality" today is the very real possibility of war in the Persian Gulf. Like all Americans it is my fervent hope that "unarmed truth" will still prevail.

Before I speak to the direct concerns of this committee—the crisis here at home—I would like to take a moment to speak about the results of a recent poll conducted by the National Opinion Research Center which indicates that "half" of all white Americans think that black Americans are "less patriotic."

We have a crisis here at home, in part, because of the cultural baggage of inequality; the assumption that Americans of color are somehow less qualified, less talented, and even less American; that somehow we cannot and will not rise to our full potential. These assumptions, particularly those which question our patriotism, are egregious and fundamentally a distortion of the American ethic.

At this very moment, Black American soldiers are serving in disproportionate numbers in American combat units as part of Operation Desert Shield. The District of Columbia is highly represented. Indeed, we have one of the highest ratios of participation in the country.

These soldiers are serving with distinction, honor, and courage. There is no more powerful testimony to the patriotic ethic of the black American than this—that black Americans, throughout our history, have died for a vision of America noble and free even as they have remained in bondage to assumptions of inequality.

Now, let me speak to the crisis here at home. I am, as a Mayor, not unlike a general in the field who receives casualty reports from the battle front. Everyday, there are children dying, wounded or maimed.

This is my crisis. These are the children that I want to save. I am here today because we must find a way to save them and in doing so save ourselves. Because when a community loses its children, it loses its future capacity to exist.

The young people we are losing are not being lost because they aren't able. They are very bright and very able. They simply have inculcated into their very fiber the values of the fast paced "let's have it all decade." They have become experts in instant gratification; entrepreneurs in illicit capitalism. Deferred gratification is not part of their lives. These young people see no potential—sadly, no horizon.

The corruption of their sense of esteem is a product of our own moral laxity. The lack of anchors in their lives is our failure to invest in the future. Our failure to invest in education, child care—our children. Because of our unbridled quest for instant gratification, this Nation was riddled with all the wrong images of success—devoid of the basic American ethos. The consummate travesty of the last decade is that we did not stop and think about who it is and what we are. There is, in my opinion, little difference between the ethic of the inside trader of Wall Street and the drug dealers on the streets of Washington—only one sports a golden parachute and the other gold chains.

So now, we reap the harvest of what we have sown. We are paying a handsome price for setting aside our basic values: the value of excellence; of making an investment in the future; the value of commitment; the value of commitment to one another.

These young people know that we have not prepared them for the future. They recognize the dynamic of change. They get the drift very quickly that a total shift is taking place in our economic order and that they are not relevant or included in this transformation.

We teach them skills for jobs that no longer exist. We offer them an educational curriculum that is already outdated. We have done little to develop new opportunities; to offer them the training they need to gain a secure foothold in the new economics. And, then we throw up our hands in mock surprise when they drop out of school and violently reject the basic norms of this society.

At some point this country will have to re-order its priorities. In the long term, the risk to our Nation's well-being is less in Persian Gulf but in 1,000 neighborhoods here at home where a whole generation of young people is being lost to their own violent war of self-destruction.

We must provide our children with a new set of anchors. There is no extended family as it use to be. Working mothers are now a reality and day care is not a reality now. We are creating a new economic system for the 1990's which is in some ways profoundly anti-parent; that gives parents struggling to save their children neither the means, the time, or the opportunity to instill basic values.

We are also creating an economic system that is still fixated on short-term gratification and short-term profit. America use to be known for its commitment to excellence, to quality service, to being competitive in every sense of the word. We've lost that edge. Our children know it. We have spent a decade investing in Mercedes and monogram bags, instead of better schools and real work experience. So now we must change and change fundamentally.

I was elected Mayor of Washington because the people of this city have not given up hope. We are not about to roll over and give up on ourselves. Quietly, block by block, neighborhood by neighborhood, my city is striving to regain its potential; to save itself. Every neighborhood in this city is rich with Ph.D's in survival; men and women who are mentoring, caring, and extending themselves in every possible way.

I am a person of some determination. I do not believe in the insurmountable. The solution to the crisis here at home is one of ethics, new public-private partnerships, early prevention programs, and a recognition that these young people must be given some positive message of hope; a message that suggests they have some relevant place in our lives.

I know that the people of Washington, DC are helping to create this new public ethic. There is an enormous groundswell of support for mentoring programs, for the active participation of church associations, non-profits, and the private sector. There is a new recognition that the totality of the problem requires a totality of response; that every segment of our community must participate.

We have for example, one organization, the Church Association for Community Services, a coalition of 120 churches of all faiths, which is currently sponsoring 15 family assistance centers. These centers are multi-faceted, comprehensive and seek to be inclusive in helping every child and young adult cope in moments of crisis. This is the type of new anchor that must have our support.

I agree with earlier witnesses who believe that intervention must be early, extensive and inclusive; that as a general principle intervention must be on a continuum. And, I urge the committee to make every effort to create programs that enable us to reach these children at the earliest possible time.

I support with vigor the effort to pass the Family Medical Leave Act. America's workers shouldn't have to choose between the jobs they need and the families that they are striving to protect. I am pleased to say that the District's Family Medical Leave Act goes into effect this April.

Let me close my testimony by thanking the committee for recognizing that there is a crisis here at home; with real casualties; young people who know that they are forgotten; who are all too willing to give themselves over to their rage and anger.

I believe that the crisis here on the home front can be solved. In the short time that I have been Mayor of Washington, DC I have come to know, all too well, the constraints of having no money.

But if we do not fix our sights on creating solutions, on funding creative and proven programs—new anchors of hope and economic promise—than we will surely lose yet another generation of young people to the violence of self-destruction. This is a price we cannot afford to pay either in the short-term or in the long term for the well-being of this Nation.

I will be happy to answer any questions by committee members.

The CHAIRMAN. You are facing extraordinary challenges in terms of infant mortality; the infant mortality here in the District

is more than twice the national average. As I understand it, 40 percent of pregnant women receive inadequate prenatal health care. Almost half of the young people do not graduate from high school. You have more youth in jail here than anyplace in the country.

How can we help? Let's start with that.

Mayor DIXON. Well, beyond some very obvious needs, we need resources desperately in the District of Columbia. I think we can do a far better job of reaching young people at an earlier age. Part of the dynamic of what we are facing is that it is not just a lack of resources, but to restructure how the resources are spent.

Part of the problem is that we come from a community where 60 percent of the households are headed by women, with no support systems available. So as a consequence, we need to reach young people at an earlier age; we need to do a far better job of getting information out; we need child care. Child care is a reality. The time has come where we desperately need that kind of support.

So as a consequence it becomes a vicious cycle where children are having children, which also contributes to the high infant mortality rate. Until we begin to break this cycle, until we begin to make an investment in terms of providing discipline to these young people through much more structure in the classroom, having child care, having Head Start and other types of support programs, the vicious cycle will continue. And to do it all—as you well know, the District of Columbia is up against serious financial problems, and part of it is because sadly, we have not gotten the kind of moneys in terms of the Federal payment we need—we do need resources and support to help make these programs a reality.

The CHAIRMAN. We have spent a good deal of time on the issues of infant mortality and prenatal care during the course of the hearings. One of the other areas we are very interested in is youth and engaging those who have dropped out of the system; we are obviously trying to reduce the school dropout problem. Close to 800,000 youths in the country have dropped out of school in the course of a year. So we need to look at how we deal with this problem and provide opportunity to our young people. Do you have any ideas about how that can best be done? Can we provide enough skills so that our young citizens begin to look to the future with some degree of hope?

Mayor DIXON. I think the next witness is one whose program and concepts are ones that we hope to emulate in Washington, DC. I think if we can get much more in the way of hands-on involvement, with solid mentor programs where young people can see what opportunities might exist, especially in the private sector, where we provide some structure but with it some hope for an alternative life, I think it can begin to have quite a dramatic impact.

The CHAIRMAN. OK. Senator Thurmond, do you have any questions?

Senator THURMOND. Thank you, Mr. Chairman.

I want to take this opportunity to welcome you here. I have another appointment,and have got to leave, but I want to congratulate you on your election and wish you well during your administration.

Mayor DIXON. Well, thank you, Senator. I appreciate it very, very much.

The CHAIRMAN. Senator Wellstone.

Senator WELLSTONE. Mayor, it is good to see you here. I have two quick comments. First, I want you to know for the record that I think your statement about the votes is an important one. I am a strong advocate of statehood for DC, and I think you should have that representation in the Congress.

Mayor DIXON. I appreciate that.

Senator WELLSTONE. Maybe you can tell me—I'm new to the Senate, you are new to being Mayor—what is the way that you think Congress can be jolted to making the commitment of resources so that mayors and local officials who are down there in the trenches dealing with these problems will have the resources to work with. I mean, we all understand the need for accountability. We heard that from Governor Chiles. I think we all understand the need for this not to be centralized, bureaucratized programs. We all understand that much that is good will happen at the community level.

But you must come into this office with a sense of—I have heard you speak; I know you have a great sense of justice, I know you are really committed to serving the people in DC, and I also have the idea that you've got a lot of hope about what can happen—what do you see happening in this country politically over the next couple of years so that we can begin to move in the direction that you have outlined?

Mayor DIXON. Well, I think we all take pride in the fact that we come from a country that for a long time has enjoyed a very competitive edge in the world marketplace. I think we also appreciate now that in many ways we are losing that competitive edge. And there is only one way, as the whole economic landscape of the world changes, and this country changes, and the city changes, and that is for us to begin to make an investment in a changed curriculum.

We cannot possibly hope to compete with the curriculum and the kind of emphasis on education, or indeed the lack of commitment to research and development, that we have in America now.

I used to always make the comment that you always know the American on "Nightline"—it is the one who always need the interpreter, even if they are an ambassador.

We have got to start preparing people to be a part of a bigger world, of a larger marketplace. And that requires a different shift in priorities.

The real risk is to what extent this country's competitive edge may be lost in that marketplace and with it the great opportunities that have been associated with America in the past. Hopefully that reality will come through loud and clear in the days ahead.

Senator WELLSTONE. Do I have time to ask one more question?

The CHAIRMAN. Yes, please.

Senator WELLSTONE. I asked you about your sense of the future and hope, and I don't mean this to be a leading question, but I need to hear this. We have the testimony here, and it is so important, and I think I really understand why you are mayor and what you believe in and what you hope to do. As long as we are talking about kids, you are in neighborhoods—do kids have that hope? Tell

me a little bit about the state of young people, kids, what they are thinking about right now or what they're not thinking about.

Mayor DIXON. Well, to a great extent we hear people talk about a "lost generation," and in many ways we are losing young people. But I have had the experience over the last 2 years particularly of walking the community and saying that if we meet them halfway, they will respond. The problem has been that we have not met them halfway—and they need more than conversation. They need to see some tangible opportunities available to them—just the simplest kinds of programs.

Again, if we could replicate the experience and the concept of Honeywell throughout the community, it would make all the difference in the world. These young people know what opportunities exist in this country, in part because of the modern information society in which they live. What they have to see is that those opportunities are there for them as well.

I think it is in everybody's interest—it is in the private sector's interest as well as the interests of mayors as well as all of America—to have a greater partnership of the public and private communities; start investing in young people so that we have a quality work force, and at the same time, hopefully, excite them about what potentials really exist in the future.

Senator WELLSTONE. Thank you.

The CHAIRMAN. Senator Durenberger.

Senator DURENBERGER. Mayor, first, I'm glad you have your job and I do not. I admire you greatly. I don't know you well, and I hope that during the course of your term I will get to know you personally.

Some of my friends have been very involved in different ways, behind the scenes, in trying to hold up the political leadership of the District of Columbia, and if Lawton Chiles thinks he's got a tough job, he ought to try to get into your shoes.

But while he was testifying, I made a suggestion that isn't just off-the-cuff—I have been thinking about it a long time since I have been living in this area and getting to know your predecessor and a lot of other people. In education, it is hard to find the right Federal role, and it is hard to define it. One of the things that Governor Chiles suggested to us is that we find a way to "free" communities, however we might define that, to deal with education in their own way—because every community is different. To deal in their own way with young people and the process of maturation as well as all of the other needs that children have. The sort of unstated conclusion that everybody you turn to who is close to young people today, and you said it today so well in your own statement, is that you can't just educate anymore, you can't just teach reading and writing and arithmetic—you have to teach hugging and feeling and all these other things. Maybe it is time for us, at least as part of our Federal responsibility, rather than defining a specific new way to solve a need and then mandating that on whatever it is, 3,940 jurisdictions all over America, for us to get a little chummier with one community that is willing to have the Federal Government get chummy with them. To enter into a contract over a long period of time, maybe 9 or 10 years perhaps, if that is even feasible in this day and age of accountability, and try to do a job of putting togeth-

er a mutual social contract about what the young people of that particular community ought to be 9 years from now or some other period of time. To look at what we are already doing in community services, mental health, health and so on, and free up some of this stuff from our mandates, regulations, paperwork and all the rest, and see if the community couldn't take it on.

And I know given the history, because we are so close to this city that you have responsibility for, and we have a tendency to read all the bad things about this city rather than the really good things, but I personally believe there is a lot more good in this community than some of the other things we read about it.

But I know there are going to be people who jump up and say how can you trust the District of Columbia to spend this money, and of all the places, this would be the last. It seems to me maybe it ought to be the first if we are going to explore this idea. I'm just planting a seed with you here today. I know it is the kind of thing that the chairman has long loved to work with in a variety of ways, but maybe by way of a question, I am curious as to how you as the Mayor—I know you are not the chairman of the school board or anything—but how you see your role and the role of schools, public schools, in this community—if somehow we could break down the artificial barriers and the regulations and explore a more unique way of helping people up.

Governor Chiles said we have to find a way to measure it at the end so that we can be satisfied with outcome. Is there any appeal to you in that, or am I missing something?

Mayor DIXON. I think it is very attractive, and I would very much welcome it, as—let me say, in keeping with part of what you said—as someone who was born in Washington and has lived in this city all of her life, I can tell you there is much that is good about the city, and I think that such a partnership, in an era where we talk about public/private partnerships, it is more than appropriate that there should be a Federal and local partnership. And maybe it is even in keeping with the question that Senator Wellstone put to me—how can we make the point—maybe Washington, DC can be a showcase to make that point. Maybe we can be the ones who can be the example to set a new tone and a new direction for the Nation.

So I would welcome it.

Senator DURENBERGER. Thank you.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much. It is nice to have you with us.

Mayor DIXON. Thank you, Mr. Chairman.

The CHAIRMAN. Mayor Dixon, I want to thank you for coming to talk with us this morning. I know that we share many of the same goals and this committee will watch with interest your rejuvenation of the District.

As we move forward with our children and youth agenda, we look forward to working closely with you and Conference of Mayors in an effort to empower families in cities across this country.

Thank you again for being here.

It is a real honor to welcome James Renier, the chairman and chief executive officer of Honeywell and a trustee of the Committee

for Economic Development. Mr. Renier is the chairman of CED's subcommittee on education and child development and is well-known for his longstanding personal commitment to helping children at risk.

I'd be glad to recognize the Senator from Minnesota.

Senator DURENBERGER. Yes, Mr. Chairman, I am going to be brief because you have stated the professional qualifications.

Jim sat in this room about 3 years ago with many of us who were involved with child care and listened to all the authors who were together for the first time I think talking about child care. At the end of this conference he said, "Look, we'll take care of the child care problem, we'll make our contribution to it. You've got so many other problems to deal with in terms of the environment in which these young people live and these workers live and so forth."

I admire Jim Renier for the incredible challenge that he has taken on with Honeywell professionally, but I admire him even more for the work that he and his wife Chris are doing in the community in a number of areas. Chris has her own commitment to the future of our community in alternative community services for the disadvantaged, and Jim is providing the leadership for a program called Success by 6 which I trust that he will make some allusion to here today. But it is sort of our community response, started in Minneapolis, and now it has spread throughout the whole metropolitan area; it is our response to the challenge that these are community problems, not business or government or even family problems.

I am proud of Jim Renier and proud of the institution that he represents, and I am proud of the incredible contributions they have made to our community in the past and will in the future.

STATEMENT OF JAMES J. RENIER, CEO, HONEYWELL INC., AND CHAIRMAN, SUBCOMMITTEE ON EDUCATION AND CHILD DEVELOPMENT, COMMITTEE FOR ECONOMIC DEVELOPMENT, MINNEAPOLIS, MN

Mr. RENIER. Thank you very much, Dave.

Mr. Chairman, I am grateful for the opportunity to address this community on the critical importance of reinforcing America's families and improving the prospects that all children will mature into informed, responsible and productive citizens.

An expanded copy of my statement, which details data and recommendations, has been filed with the committee.

I am testifying today in two capacities—as chairman and chief executive officer of Honeywell, a global supplier of control products, systems and services, and as a trustee of the Committee for Economic Development and chairman of CED's subcommittee on education and child development.

CED is a national, nonprofit, nonpartisan research and education organization, most of whose 250 trustees are top business leaders in the United States.

As a business organization, CED believes that developing more productive human resources is the single most important action our Nation must take to regain its competitive strength.

Twenty-five percent of high school students fail to graduate, and nearly as many more lack basic literacy in mathematics.

A new report prepared by CED calls on the Nation to redefine education. We should recognize that the ability to learn must be developed from conception onward; that learning readiness encompasses a child's full development, and that education begins at birth. What children learn or fail to learn in their earliest years determines very much their adult life.

Children who are falling behind are mostly the poor, members of minority groups, and children growing up in single-parent homes. In 1989 close to 25 percent of children under the age 6 lived in poverty, and more than one-fourth of all births were to unmarried women. These trends are placing increased responsibility for child development and learning readiness on institutions outside the family.

Major responsibilities in supporting families and educating children fall now to the government, to the schools and to the broad community of citizens, private agencies, and yes, to business. In a moment I'd like to outline the opportunities to make a difference that each of them have in view of the CED.

First, I ask this committee to recognize three fundamentals of education and child development. One is that we now know, just like Governor Chiles said, what techniques work, and we can document their effectiveness. But they seldom seem to get past the pilot stage. Effective programs have been demonstrated; it is time now to institutionalize many of them.

Second, our efforts should be commensurate with the task, not piecemeal but comprehensive and coordinated.

And third, we need to enhance cooperation among the multitude of public and private agencies. In California, for example, there are 160 programs that are overseen by 37 separate agencies and 7 different departments. They sometimes only succeed in getting in each other's way, frankly.

Now I would like to turn to the resources available to address these problems. In the private sector, community-wide organizations have shown that collaboration of all concerned agencies can be an effective catalyst for change. A good working model for the community-wide collaborative approach is the Success by 6 Program in Minneapolis which I also chair.

As an example, a school designed for pregnant teenagers and teenage mothers, taught and administered by the Minneapolis public school system, has been established at Honeywell's headquarters. Community Health Services and United Way agencies are also cooperating in the project; there is a multitude of them.

The responsibility of the Nation's schools is clear. They must be prepared to educate children from more diverse social, economic and cultural backgrounds. But this requires schools to provide services for children that go well beyond the traditional education, as Dave said.

Since few schools have the resources for theses services, it is not surprising that neither the academic nor the social agenda in this institutions is being fully realized. Communities and their schools must agree on mutual responsibilities and goals. Where schools are required to provide social services, communities must provide re-

sources to support the foundation. When communities and governments can provide the services needed, schools must be allowed to concentrate on their traditional role of teaching; it is going to help the SAT scores.

CED's new report will also call on the Federal Government for the broad-based leadership that makes child development and education top national priorities.

We witnessed this kind of leadership in the last session with the passage of historic full funding authorization for Head Start, and we thank you, Mr. Chairman, President Bush and other key members of the Congress and the administration for your vigorous support of this most critical program.

We still have a long way to go, and we believe that the government should reconfirm its commitment by appropriate full funding to Head Start, to the Women, Infant's and Children Nutrition Program and to childhood immunizations. And we believe that government should allow States and localities more flexibility in the use of Federal funds, as many before me have said.

Business people understand that bolstering these programs requires additional funding, but we will support your initiatives. The United States Chamber of Commerce and the National Association of Manufacturers, for example, are not known as champions of public spending, but they backed the bill to expand Medicaid for poor children, and the Business Roundtable has launched a national program to help implement the President's and the governors' education goals for the year 2000.

Mr. Chairman, if we fail to nurture and educate all of our children, we will close the doors of opportunity and exclude them from the mainstream of American life. Business people and the Committee for Economic Development believe we can't afford to fail. At stake is the survival of our free enterprise economy and our democratic way of life.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Renier follows:]

The Unfinished Agenda in Child Development and Education

statement by

James J. Renier
Chairman and Chief Executive Officer
Honeywell, Inc.

and

Chairman
Subcommittee on Education and Child Development
Committee for Economic Development

Mr. Chairman, I am pleased to be here today to address this committee on the critical importance of reinforcing America's families and improving the prospects that all children will mature into informed, responsible, and productive citizens.

I am testifying today in two capacities. As chairman and chief executive officer of Honeywell, Inc., a global supplier of control products, systems, and services, and as a trustee of the Committee for Economic Development and chairman of CED's Subcommittee on Education and Child Development. CED is a national, nonprofit, nonpartisan research and education organization, most of whose 250 trustees are top business leaders. It is CED's mission to study and develop recommendations on issues that will have a long-term impact on the strength and prosperity of the nation's economy and society.

As a business organization, CED believes that developing more productive human resources is the single most important action our nation must take to regain its competitive strength. All our technology, all our natural resources, and all our determination will count for little without the human intelligence, imagination, and hard work to utilize our advantages.

America cannot compete unless we succeed in educating all of our children to their highest capacity. But when we look at the new generation growing up, we're worried that they won't be able to make it. A large percentage of children now being born and those already in the public education system will not develop the skills needed in the mainstream economy or society. The 25 percent who fail to graduate each year from high school will be virtually disqualified from decent paying jobs. And nearly as many who do graduate will still lack the basic literacy skills and work habits they need to gain a secure foothold in the work force.

41-187 0 - 91 - 3

Those who are falling behind are mostly the poor, members of minority groups, and children growing up in single-parent homes. More children are being born into poverty and to single mothers than ever before. Between 1970 and 1987, the poverty rate for children increased by nearly one-third. In 1989, close to 25 percent of children under the age of six lived in poverty. That same year, more than one-fourth of all births were to unmarried women. Although the majority of poor children are white, a disproportionate share are black, Hispanic, and Native American. They are two to three times as likely to be poor as a white child.

In times past, we ignored the problems of disadvantaged children or gave them low priority. Our economy got away with this partly because unskilled manual labor and low-skilled manufacturing jobs were sufficiently plentiful and well-paying to absorb workers without higher-level skills.

We can't afford to ignore them any longer. Our economy can't afford it and our society can't afford it. Twenty years from now -- just as the baby boomers begin to retire -- our nation could face a labor shortage severe enough to stifle business at every level. Labor force growth, which averaged 2.9 percent per year in the 1970s, will average only one percent in the 1990s. It could actually decline early in the next century. At the same time, there will be fewer working-age people to support the burgeoning retired population, straining our nation's public and private retirement systems.

The bottom line is that we can't delay making our nation's human resources more productive.

The first step to a more productive work force is to ensure that the next generation will be better prepared -- not only for work but as citizens, voters, and parents.

CED is very proud of the fact that two of its recent policy statements, Investing in Our Children and Children in Need, have had a major impact on education reform. Both of these reports helped focus national attention on the plight of disadvantaged children. They warned that if we put a generation of our children at risk, we threaten to rip the social and economic fabric of America.

Despite the impact of these two reports, CED's trustees did not believe that their work is done. On the contrary, they believe that the business community must continue to drive the reform agenda if the real work of developing an educated citizenry is to be accomplished. Accordingly, CED recently completed a new policy statement, titled The Unfinished Agenda: A New Vision for Child Development and Education, which I am pleased to have chaired. Although the report will not be released until next month, I would like to preview some of the key findings for this committee in the hope that the ideas we have generated will assist the Committee as it addresses these pressing issues.

The new report will call on the nation to develop a comprehensive and coordinated human investment strategy that redefines education. The strategy recognizes that the ability to learn must be developed from conception onward; that learning readiness encompasses a child's physical, social, emotional, and cognitive development; and that education is a process that begins at birth. What children learn -- or fail to learn -- in their earliest years either helps them to become self-supporting adults or stunts their development and encourages dependency.

Society's first obligation to children is to guarantee a quality education to all of them, not just to the lucky few who happen to live in the right neighborhood or who have the right parents who can work the system on their behalf. To meet this obligation,

we must focus our energies on restructuring -- reforming not just our schools, but our entire system of human investment.

Profound social change has resulted in more and more children being born at risk. Even in families that are not considered disadvantaged -- two-parent families with incomes above the poverty line, for example -- we have reason to be concerned. Families in which the father works and the mother stays at home while the children are in school now account for only 8 percent of all families, and well over half of all mothers with children under the age of six are in the work force.

A typical three-year-old in full-time child care from 8 a.m. until 6 p.m. spends about half of his waking hours in the care of adults other than his parents. For school-age children who live in homes where all adults work full-time, a substantial part of the day may be spent without any adult guidance at all. These trends are placing increasing responsibility for child development and school readiness on institutions outside the family. The result is stressed-out families, more tenuous family bonding, and a generally weaker connection between the family, the school, and the community.

So first we must reinforce the family. It is the center of every child's life, and any intervention strategy that does not include parents is likely to fail.

Almost all parents want the best for their children. Unfortunately, increasing numbers of parents simply do not know how to provide the care and nurturing their children need or do not have the resources required. A growing number of such parents are teenagers, children at risk themselves. We must strengthen these families by providing parents with the tools they need to do the best job they can. how?

Major responsibilities for supporting families and educating children fall to the government, to the schools, and to the broad community of citizens, private agencies,

and businesses. In a moment, I'll outline the opportunities to make a difference that each of them have, in the view of CED.

But first, I ask this Committee to recognize three fundamentals of education and child development. One is that we now know what techniques work and can document their effectiveness. However, few successful programs ever get past the pilot stage and seldom reach more than a small percentage of the children who need them. Effective programs have been demonstrated; it is time now to institutionalize them. examples?

Second, our efforts should be commensurate with the task. Not piecemeal, but comprehensive and coordinated. We need to stop looking at children and families in terms of their dysfunctions and instead we must look at the dynamics of the family itself -- a "whole child" and "whole family" approach.

And third, we need to break down the formidable barriers to communication and cooperation among the multitude of public and private agencies. They are established to help children and families, but sometimes only succeed in getting in each other's way. In California alone, there are 160 programs serving children and youth that are overseen by 37 separate agencies in seven different departments.

In the private sector, community-wide organizations have demonstrated programs to help overcome such barriers. The collaboration of volunteer social agencies and business, working with schools and local government, can be an effective catalyst for change. A good working model for the community-wide, collaborative approach is the Success by 6 program in Minneapolis, which I also chair. who should initiate these efforts? How can we get all sector of the community to participate?

The Success by 6 initiative has created a powerful coalition of advocates for children under six in which business leaders play a central role. The program's goals are: First, to improve public information, policies, and programs for childhood health

and development from conception to age six. And second, to coordinate the efforts of all organizations working in this field. Other communities are pursuing similar projects, including Milwaukee, Phoenix, Cincinnati, and Houston. The United Way of America is exploring the replication of Success by 6 in selected cities around the nation.

An excellent example of community and schools working together is the New Futures School in Albuquerque, New Mexico. It is a school for pregnant teenagers and teenage mothers within the public school system and supported by a nonprofit, community-based organization. At Honeywell, we are bringing the same approach to the Minneapolis public schools by establishing a similar facility at Honeywell's headquarters building.

The responsibility of the nation's schools is clear: As we struggle to prepare children better for school, schools must be prepared to educate children from more diverse social, economic, and cultural backgrounds. And here, too, schools and communities must collaborate.

Mounting social pressures have forced pubic schools to assume responsibilities for children that go well beyond their traditional educational mission. As a result, many public schools increasingly provide a wide range of social services. They often include free breakfast and lunch programs, health clinics, before- and after-school programs, parent education, and child care centers. Much of this social activity is crisis control, pursued on an ad hoc basis. Few schools have the financial resources, the trained personnel, or the administrative flexibility to fill the social support needs of their students. It is not surprising that in many schools, neither the academic nor the social agenda is being fully realized.

Communities and their schools must agree on mutual responsibilities and goals. Where schools are required to provide social services, communities must provide

resources to support the function. When communities and governments can accept the responsibility for sending children to school prepared to learn, schools must be allowed to concentrate on their traditional role of teaching them.

CED's new report will also call on the federal government to undertake critical responsibilities on behalf of children. The federal government is best able to provide the kind of broad-based leadership that makes child development and education top national priorities.

We witnessed this kind of leadership in the last session with the passage of historic full-funding authorization for Head Start, and we thank you, Mr. Chairman, President Bush, and other key members of congress and the administration for your vigorous support of this critical program. Nevertheless, we still have a long way to go.

We believe that the federal government should reaffirm its commitment to ensuring that the disadvantaged have access to quality education. A very practical step, the full funding of Head Start, which Congress has authorized, should be a top priority when it is time for appropriations.

In addition, the federal government should ensure adequate funding for those programs that have proven to be good educational investments, such as the Women's, Infants, and Children's Nutrition Program and childhood immunizations.

How much more?

And the federal government should help states and localities in their efforts to coordinate child development, education, and human resources policies. It would be helpful to loosen some of the regulations governing federal funds, allowing more flexibility for local decisions which can maximize their wise and effective use.

Business people understand that bolstering these programs requires additional funding. But we support spending that helps families nurture their children and helps

children grow and learn. The United States Chamber of Commerce, for example, is not known as a champion of public spending, but they backed the bill to expand Medicare for poor children. And the National Association of Manufacturers also went to bat for the bill, saying "it makes good business sense."

The future of America depends on the abilities of its people. Without a more productive work force we cannot sustain nor can we improve the nation's standard of living. And we can't compete.

Our society and economy have changed profoundly in the past twenty years. These changes will overwhelm us unless we are willing to transform our system of human investment to ensure that every child is prepared to be a productive citizen. If we fail to nurture and educate all of our children, we will close the doors of opportunity to a growing number of young people and exclude them from the mainstream of American life. The Committee for Economic Development and business people everywhere believe we cannot afford the cost of failure. It is enormous, for at stake is the survival of our free-enterprise economy and our democratic way of life.

CED Investment Plan

The potential for learning begins even before birth. The ability of children to succeed in school and in life is largely dependent on the quality of their early development. At a minimum, this means that the nation should provide adequate prenatal care to all mothers who cannot afford or do not have access to it, adequate preventive health care and nutrition support for poor children, quality child care for poor infants and toddlers, and quality preschool for disadvantaged 3- and 4-year-olds (see chart). The additional cost of providing these services would total approximately $10.28 billion which should be derived from a combination of federal, state, and local revenues and phased in over several years. This amount represents less than two percent of the nation's total outlay for elementary, secondary, and higher education, and is an investment we can ill afford to postpone.

FUNDS NEEDED FOR EARLY CHILDHOOD DEVELOPMENT		
Programs		Cost (In Billions)
Prenatal Care WIC Children's Immunization	= = =	0.45 1.00 0.08
Infant/Toddler Care One- and Two-year-olds 65% (884,000) full-day X $5,000 65% (884,000) half-day X $3,000	= =	4.25 3.00
Preschool Three- and Four-year-olds 1,960,000 full-day X $4,000	=	8.00
Total Funds Required to Ensure Child Development and Early Education	Total	$16.78
Federal Funds Currently Allocated Head Start Child Care	= =	1.50 5.00
	Total	$6.50
Total New Funds Needed	=	$10.28

THE UNFINISHED AGENDA: KEY IMPERATIVES FOR CHANGE

1. **The nation should have a comprehensive and coordinated human investment strategy for child development and education that helps all children become productive citizens and self-sustaining adults.** The profound changes in family structure and stability coupled with the necessity for educating all children are forcing society to assume greater responsibility for the successful development and education of children. As a first step, every community should conduct a formal assessment of how it is addressing the needs of children, paying particular attention to the barriers that prevent change.

2. **Programs for assisting children should also help strengthen the entire family.** Family is central to every child's life, but when parents cannot give adequate care -- especially young parents who may not have even basic parenting skills -- society should provide the kind of support and assistance that will teach them to nurture their children and help strengthen their family.

3. **Every teen mother and father who has not finished high school should have access to a specialized school equipped to deal with the problems of teen parents and their children.** Teenage parenthood is a major cause of dropping out and family poverty. Programs designed along the lines of Albuquerque's New Futures School help teen parents develop the parenting, learning, and job skills they need while providing their children with developmentally appropriate early childhood education.

4. **Quality early childhood education should be available to all children who may not otherwise get adequate preparation for formal education at home.** All children need to experience successful mental, physical, social, and emotional development to be able to successfully embrace educational and social opportunities. Whether called child care, early childhood education, or preschool, all programs for young children should be developmentally appropriate and focus on their educational needs. Public school systems should recognize the importance of early childhood education to their educational mission and help to ensure that quality programs are both available and accessible to all children who need them.

5. **Programs that address the needs of children and families must be flexible in design, administration, and funding.** Service providers often operate under crippling constraints and rigid funding dictated by federal and state governments that often prevent them from meeting the complex needs of the children and families they serve.

6. **Successful programs must be broadly replicated so that they are both more available and more accessible to all children in need and their families.** We know what works in education and child development, but few successful programs ever get past the pilot stage and seldom reach more than a small percentage of the children who need them.

7. **The mission of the public schools must be redefined to account for the changing requirements of society and the needs of children. Clearer goals and more effective methods of measurement are needed if education is to become more accountable for results.** Communities must reach a consensus on the appropriate social and educational roles of the public schools before school restructuring can take place. Business should work with educators, public officials, and other leaders in the community to develop goals for education and measures of performance that reflect the real skills and knowledge that students will need when they embark on their adult responsibilities.

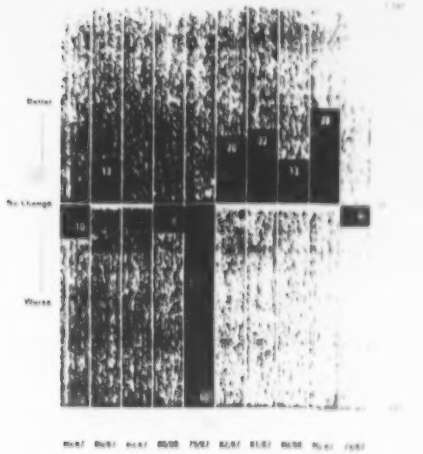
8. **Students must be encouraged to take greater personal responsibility for the success of their own education.** Only someone who is actively engaged in the learning process will become an educated person. Business should work with educators, parents, and students themselves to provide greater incentives for students to work harder and learn better.

9. **Business should encourage their employees and other adults to volunteer in education and child development programs.** Volunteers are critical to the success of many programs that call for increased interaction between adults and children, such as mentoring and preschool. Business should also provide the training and support necessary to ensure a successful volunteer experience.

10. **Business should take the lead in identifying strategies for improving children's educational development and in determining what resources are needed to achieve results.** Although many of the changes in public policy and practice that are needed to improve child development and education will result in cost savings down the road, other essential improvements will initially require new investments. Business should be willing, if necessary, to lend its support to increasing taxes if the revenues generated are targeted specifically to improving education and child development programs. State government should be the prime target of business involvement in policy, since most decisions on policy, practice, and funding in education and child development are made in state legislatures.

Minnesota

Total Population: 4,240,000
Percent Population under 18: 26.2
Percent Population Minority: 4.7
Percent Population Metropolitan: 68.3
Per Capita Income: $10,574



Star Tribune

Established 1867

Roger Parkinson Publisher and President
Joel R. Kramer Executive Editor
Tim J. McGuire Managing Editor
Robert J. White Editorial Editor

18A

Wednesday October 5/1988

'Success by Six': Opportunity in a crisis

About 9,500 children are born each year in Minneapolis. Some 1,500 of them — 23 percent — are likely to reach first grade less developed physically, less confident, less resilient emotionally or less practiced mentally than is right for their age. Most of these are children of the modern underclass. They deserve better breaks. Instead of early failure they deserve "Success by Six."

That catchy phrase describes the goal of a still-evolving United Way effort to make better breaks happen for underclass children and parents alike. Suburbs and other cities besides Minneapolis have a large stake in how the effort works. Children whose circumstances thwart strong development live in all communities and increasingly are a challenge to the nation's social strength. They are the most in danger of early defeat by inadequate schools, of disbelief in their own abilities, of dropping out, of delinquency and drugs and of entering adulthood unqualified for work.

Besides the tragedy and injustice of children denied early growing-up resources, the prospect of workers unable to handle modern jobs and job training has caught business leaders' attention.

A year ago the business-sponsored Committee for Economic Development urged nationwide investment and innovation in programs to serve endangered children from birth to school age. Executives from several Twin Cities companies — sparked by James Renier, chairman of Honeywell Inc. — have followed up here. On Success by Six committees of the United Way they have worked for months with social-service leaders and advocacy groups to design a comprehensive local approach.

Success by Six won't be a magic bullet or a fix-everything institution. Instead, it will be many small on-the-street programs by many different groups, combined with community-wide information programs and coordinated expansion of approaches that work best. An early pilot project, for example, will be to hire inner-city residents as trustworthy home visitors to help prospective parents take advantage of early prenatal care. Another will be to recruit and train 150 church congregations to offer inner-city day care for young children.

Work required to undergird the growth of so many Twin Cities children and support for so many families is a tough, long-term challenge. But it's nowhere near so tough as would be the consequences of ignoring the need. Renier rightly calls it a crisis. Success by Six demonstrates that the crisis is an opportunity as well.

Program seeks to help 'at-risk' children

Strategies include door-to-door campaign

> "We are in the midst of a crisis, but we are only beginning to see the evidence."
> **–James Renier, chairman and chief executive officer of Honeywell Inc.**

By Robert Franklin
Staff Writer

Neighbors will go door-to-door to sell the virtues of prenatal care under one of 28 strategies announced Thursday to help an estimated 1,500 children born "at risk" each year in Minneapolis.

The door-to-door activity will begin in the Phillips Neighborhood of south Minneapolis and may be extended to other parts of the city. Other programs will be started elsewhere in the Minneapolis area.

The strategies are intended to get children ready for school socially, emotionally, physically and mentally and thus prevent later problems of unemployment, poverty, teen-age pregnancy and crime.

"We are in the midst of a crisis, but we are only beginning to see the evidence," said James Renier, chairman and chief executive officer of Honeywell Inc. and chairman of the Success by 6 committee that drafted the strategies.

The full extent of the crisis will be very visible in the year 2000 when today's children under age 6 should be entering college or joining the work force," he said.

The committee of business, civic and government leaders was assembled by the United Way of Minneapolis Area, which said yesterday that to implement the strategies, it has committed $450,000 plus at least a 35 percent increase next year in the $680,000 it is giving this year to early childhood development programs.

After eight months of study the committee and a companion group of social service organizations concluded that families need to know more about available services, agencies need to make themselves more accessible and public and private organizations need to collaborate better.

For instance, many women do not seek early prenatal care in the 100-block Phillips neighborhood of south Minneapolis, where 17,000 people live in one of the city's poorest and most troubled areas.

Babies born to Phillips parents in 1986 were likelier to die in infancy than babies in Minneapolis generally, likelier to be underweight and nearly twice as likely to be born out of wedlock or to a girl under age 18. Such children are likelier than most to have problems in school and later in life.

The Phillips statistics are "exceptional for a community that has as many resources as this," Mayor Don Fraser said at yesterday's announcement.

Under the Success by 6 strategy, several neighborhood residents will be trained as home visitors to seek out women in early pregnancy and put them in touch with health and social service agencies. Committee members said the visitors, like the population south and east of Interstate Hwys. 94 and 35W, probably will be disproportionately young and minorities, and the program should impart a sense of empowerment to families living there.

Planning for the pilot program is to begin next month, and Honeywell and the United Way have allocated money for it. Fraser said he hopes the effort eventually can be extended throughout the city.

The Success by 6 strategies are aimed at overcoming five "barriers" identified by the committee as inhibiting full development of young children: poverty, cultural and economic insensitivity, lack of understanding of the problem and a lack of awareness and coordination of services.

Some of the strategies:

- A "children and churches" program under which 150 congregations will be recruited to provide day care for inner-city children, and advocates for children's concerns. The program already is underway with help from the McKnight Foundation.
- Efforts to build stronger employer support for workers with younger children.
- A United Way-funded program to assemble the best materials about early child development and to distribute them to agencies and parents.
- Efforts to identify and build support for "effective, culturally sensitive" early childhood programs.

Renier said many of the strategies will be extended to suburbs, where as many or more children are "at risk."

He estimated that each dollar spent on early childhood development will save $6 in societal costs later.

Committee members acknowledged that greater use of existing services will strain the system. Thousands of children should be in the Minneapolis Head Start program, which serves about 700, they said.

To find the necessary money "will be a challenge," he said. "What is very clear is that the state will have to help if this is going to work over the long run."

1989 Special Bonus Issue

BusinessWeek

A McGRAW-HILL PUBLICATION $3.95

ENDANGERED SPECIES
CHILDREN OF PROMISE

Dayton Hudson's Ann Barkview, vice president of public relations, works with children in the Minneapolis area as part of Success by 6, a program designed to address the many barriers to successful early childhood development. Success by 6, sponsored by United Way, is spearheaded by James J. Renier, CEO Honeywell, and other business leaders.

INVESTING IN PEOPLE

[illegible] is the first receiving [illegible] investments, of course, is the very [illegible]

"Business is often criticized for putting too much emphasis on the short term. But early childhood education is one subject [where] we have to look years ahead, because that's where the benefits... will pay off."

James J. Renier
CEO, Honeywell

BEST COPY AVAILABLE

Teenage mothers in New Mexico get a chance at better futures

Leonard Inskip

Albuquerque, N.M.

As Minnesotans peered through a doorway, a baby looked over its teenage mother's shoulder with curious brown eyes. Then, as healthy babies tend to do, it grinned.

Mother and child are doing fine, thanks to a model program of the Albuquerque Public Schools. It's one Minnesota would do well to emulate.

"I somehow want to get it on the aircraft and bring it back to Minneapolis," said Jim Renier. The Honeywell chief executive couldn't do that but he did the next best thing. He took 20 Minnesotans, including Lt. Gov. Marlene Johnson and Minneapolis Mayor Don Fraser, to Albuquerque on two company jets last week to visit the New Futures School. The school serves pregnant teenage girls and teenage mothers at high risk of poverty and poor parenting.

The alternative school has served more than 5,000 adolescent parents since its modest founding in 1970 in a YWCA basement. The girls get counseling, health care, prenatal and child-rearing training, and child care, along with academic and job-skills classes. Their babies get a healthy start. The environment is warm and supportive.

Six young mothers, some of them victims of sexual abuse, told how the school had helped them gain self-esteem, understanding, work experience and confidence.

"I may have made a mistake, but I've proved I can take care of my daughter," one girl said. Another, with two babies by age 15, now works full-time and attends the University of New Mexico; she noted proudly that she had just gotten an A plus on a paper on teen pregnancy. "When I had my baby I didn't know what to expect," said a girl whose previous schools had no sex education or child-rearing classes. "My daughter . . . makes me want to get an education," said another.

When asked about pregnancy prevention, the girls urged more open relationships with parents, education of parents and sex education in schools. "I never heard about babies screaming in the middle of the night," one young mother said.

Later Renier would say about the six girls: "They'll do all right." Other Minnesotans observed that students in corridors generally had good eye contact with the visitors. That's a sign the school successfully builds self-esteem.

The New Futures School gets the basic state funding that all New Mexico schools receive, but it also gets special federal, state and foundation and for about 25 percent of its operating costs. As a result, the school has five counselors, compared to one in Minneapolis for a similar-sized body of regular students.

The school, which occupies a new building, has 100 day-care slots. Students work an hour a day serving other students' babies in day care or child development. They spend lunchtime with their own babies.

Last year, New Futures served 541 clients in classes, but also provided personal and health counseling to 236 nonenrolled adolescents. Among enrolled clients, more than half had a Hispanic background. Some were as young as 13. Only one in 10 was married. Many had dropped out of regular schools.

Most of the Minnesotans came away impressed. "Incredible," said state Sen. Ember Reichgott. "Wonderful," said Mae Gaskins, associate superintendent of Minneapolis Public Schools.

Marlene Johnson said that Minnesota has components of the New Futures program, but nothing as big or as comprehensive. She cited St. Paul's Agape school for adolescent girls; its program is similar, but doesn't serve the full district and has fewer resources.

Gaskins said that Minneapolis has several pregnancy-related programs, including day care in a few schools, alternative education for dropouts, family-life education and special self-esteem classes. She would like to set

76

81

up a meeting between Renier, the superintendent of schools and school-board members. Renier welcomed the idea.

Renier served on a national Committee for Economic Development study which expressed alarm about the rising numbers of educationally disadvantaged young people. "The American Dream (of freedom, opportunity, prosperity and democratic citizenship) . . . is in jeopardy," the committee said. "The nation cannot continue to compete and prosper in the global arena when more than one-fifth of our children live in poverty and a third grow up in ignorance." The committee emphasized helping preschoolers.

Following that 1987 CED report, Renier headed a Minneapolis United Way committee called "Success by 6." It found widespread ignorance about the problem. It also found that too many poor people lack access to services.

With Renier continuing to spearhead the effort, the United Way next week will launch an awareness campaign. Early in 1990, the agency and the Greater Minneapolis Chamber of Commerce will promote job policies that assist parenting.

Programs like New Futures "don't cost a ton of money," Renier said. But New Futures, which he calls the best program of its kind anywhere, "gets at the heart of the problem." It affects the future of two generations — mothers and children. "The school integrates much of what Success by 6 is attempting to accomplish," he said.

Success by 6 and similar messages are spreading. Legislators this year increased early-childhood funding. Business executives joined child-serving agencies in lobbying to make children's issues a higher priority. The Minnesota Business Partnership is said to be readying a look at early-childhood issues.

As Renier left the New Futures School, he paused to look at toddlers in an outdoor child-care area. "They say it won't work in Phillips," Renier said, referring to a new program beginning in a multi-ethnic neighborhood in Minneapolis. "Look at those kids — Indian, Hispanic, white." New Futures works. And looking at those kids, Renier could also see a future they shouldn't be denied because of the conditions of their birth.

The CHAIRMAN. Thank you, Mr. Renier.

Let me ask you what do you think are the basic barriers to achieving the objectives of your panel?

Mr. RENIER. The basic barriers are first an understanding on the part of the business community that education has changed drastically. Where years ago it was primarily an academic mission with a very small social mission because the social mission was being performed in the home, with the families, and in neighborhoods, as you have heard here, it is now a big social mission in addition to an academic mission. It might be wonderful to wish and hope that we had the family structures around; they don't exist. We've got to work with what we've got, and in order for us to succeed what we've got to do is provide the support to the schools so that education can be achieved with the help of the community.

It is a long answer to the question. Simply put, we've got to help the ad hoc mission that teachers have taken on as almost missionaries as opposed to teachers; we've got to help them with support from the community so that they can get back to teaching and so that we can once again achieve educational goals.

The CHAIRMAN. How do you as a businessman and as a concerned citizen deal with the argument that this is really secular humanism. We hear people use that around here, and I always love to ask them what it means, and that usually takes up the rest of the hearing, listening to my colleagues describe what secular humanism is. But what we are dealing with is our social mission and the diversity of our society. You are, no doubt, aware of that kind of debate and dialogue—concerning social spending. Do you have any ideas as to how we can try and deal with that?

Mr. RENIER. I suspect you are asking me how business views this.

The CHAIRMAN. Yes.

Mr. RENIER. To put it my way, business is willing to undertake almost any social mission if it supports education because it believes that the only hope is education to provide self-sufficiency, which is also an objective that business feels has to be achieved, and business does not understand well, other than from a charitable point of view, the social mission in the schools and elsewhere unless somehow it is tied in such a fashion that people advance intellectually and education-wise and self-sufficiency-wise.

So the answer is very simple. If it does meet that criterion, getting business involved is simple. If, on the other hand, it appears simply as keeping people dependent upon a handout program of government, business is not interested.

The CHAIRMAN. Let me ask you, in your report did you review the programs' effectiveness? Clearly, you have identified immunizations prenatal health care, Head Start, and the WIC programs as cost effective programs. I think most of us know that there have been sufficient reviews and studies of these efforts which have come up with favorable reviews. But did you get into a general evaluation of the administrative expenses, bureaucracy fragmentation, and turf battles—did you get into any review of programs from that point of view, from a business management point of view?

Mr. RENIER. In the study that I alluded to, we did not get into all of the various, extensive organizational kinds of considerations one

would want to consider in studying how to optimize the program or improve it or whatever.

I can tell you, however, though, in the "Success by 6" effort, we have gotten into it in the State of Minnesota, and we have done so jointly with the State government, with the local government, and I think we are getting a real good handle on what needs to be done.

It does back to putting the emphasis on school readiness. In the State, for example, we have different organizations that have grown up over the years traditionally. One is education, one is jobs and training, and one is health and human services, etc. And all of them are involved with school readiness, and in a sense none of them are.

The Department of Education is obviously extremely interested in the academic role and is very, very concerned about the amount of time that teachers are spending on the readiness role.

There is no mechanism, really, in the State government to deal with the school readiness issue to the extent that it has to be dealt with. There is a tremendous mechanism to deal with the academic and curricular role.

So what has to happen is that resources from all of these organizations and a restructuring—this is just me talking now—a restructuring is required which somehow enables the governments to really work the school readiness problem.

There are over 100,000 initiatives that business has with government in the United States today associated primarily with the academic mission of the schools. The place where we are hurting is the social mission of the schools. And the bureaucracy that exists is also organized to deal with the academic mission of the school but is not very well-organized to deal with the social mission of the school.

I believe that without a lot of money this could be changed, and the restructuring is not as much, I think, in the academic area required as in the bureaucracies that need to address this issue.

The CHAIRMAN. Finally, what can your group do to mobilize the business community in support of these recommendations, and what are you prepared to do?

Mr. RENIER. First of all, speaking for the Business Roundtable and the CED, I think it is fairly obvious the studies they have done carry a lot of weight and represent most of the companies throughout the United States, and I think they do speak with a voice, and the report will come out very strongly and will certainly educate everybody that we can get hold of and inform with regard to that.

I think, however, the most important thing is that this report also describes a lot of private/public initiatives—Cities and Schools, Success by 6—in which the private sector has decided to be a catalyst to help the public sector achieve the objective of preparing kids for school at all levels.

It is very interesting in Minneapolis now—the one initiative we have, which I have just described, of course, very, very briefly, Success by 6, has been adopted by the United Way of America to spread across the entire United States. The key is institutionalization of what has been done.

The little school we have developed as a pilot in Minneapolis is really nothing more than a copy of a very successful school for

teenage moms in Albuquerque called "New Futures" which has been in business for 19 years and answers many of the questions and does break the cycle; it has demonstrated that.

I think it is rather interesting, our little school is now up to 16 and going to 30. It is run by the Minneapolis school system. The attendance rate now in that school is in excess of 80 percent. And some very key things—we don't ask the moms to start school at 7:20 in the morning. They start at 9:30; it is easier for them.

Another thing we do in that particular school is we don't ask them to ever be separated from their children, and in fact we take the opportunity to prepare their children for a career as well so that the mom, when she graduates, has a future, the child has a future in kindergarten. And we also have people there from the community who help the moms learn to be moms, which is not a trivial job—I have eight children myself and acted as a "mom" at one point.

So I believe very, very strongly that the role of business is catalytic. I also believe that there are plenty of resources out there, augmented by some strategic leadership on the part of the Federal Government and some financial support in this area, can accomplish the job. I really think it can be done. And I think the way to get the business community involved is to establish the ultimate goal as self-sufficiency in education, which is both necessary and sufficient, and that in order to be educated, one has to be able to eat, one has to have a place to live, one has to be healthy, etc. I think these are all the necessary things that are required to become educated. That is what we are about.

The CHAIRMAN. Well, you've got me convinced.

Senator Durenberger.

Senator DURENBERGER. Thank you, Mr. Chairman. I share your conviction as well.

Last week in an education hearing that the Senator from Massachusetts chaired, he had a young student from Rutgers here—and she talked about her mom as her educational advocate.

The CHAIRMAN. That's right. Her mother was a teacher.

Senator DURENBERGER. Yes. And she talked about this notion of having choices as kids and so forth works as long as you've got an educational advocate—usually it is a parent; maybe it is going to be Lawton Chiles as a mentor for some kid and so forth—but the idea that we can have some expectations about change coming through choice, which I happen to advocate as a principle, but that it is easy to do without the greater involvement of others is a little bit far-fetched.

But I think what is frustrating to all of us is—and I can't help but think about it in terms of lives lost in the Gulf, and the fact that a minimum of two million Sudanese are going to die this winter in the Sudan, deliberately, just because the President of Sudan won't let anybody feed them. But despite all those kinds of horrible things, we all know that the same thing is happening right here, and I think various other witnesses have alluded to it. We are dying a slower death. It is hard to deal with.

So I find a sense of urgency about how can we take "New Futures" or Sister Giovanni's Guadelupe Project in St. Paul and the

program we are going to hear about in Belmont, MA, coming up next—how do you take that and get it going?

I need to ask you a question about the role of the business community that I've been thinking about since Ted Kolderie suggested that I think about it—he said, using today's context, if Lawton Chiles is right, and we ought to shift from all of these mandated programs, these 160 Federal and State programs, the paperwork and the mandates and all that sort of stuff, and if we're going to shift to some kind of an outcomes deal, you are going to wait forever if you wait for the educational bureaucracy to agree on any of these outcome studies because for one reason or another, they want them to come out to make them feel comfortable.

So the question I ask you is since you are responsible for a fairly large part of this larger community called the United States, which provides the earning opportunities for a lot of these people, since you are the experts, you and your colleagues write books about having to do remedial education, it sounds to me like many of you could be experts on outcomes. I guess my question is why doesn't CED—maybe it is in the report—why doesn't CED or the Business Roundtable or some other medium take on, in an advisory status, or maybe just say from now on this is what we're going to demand from America. I know one of the problems is you'll take whatever you can get because we are often short of workers and so forth—but have you thought at all about—and I'm sorry I didn't mention this to you before you came here today, because I really am interested in knowing why the business community, with its expertise on what our societal expectations ought to be, doesn't take on the job of trying to help the rest of us define outcomes.

Mr. RENIER. Outcome from the educational system.

Senator DURENBERGER. Right.

Mr. RENIER. Yes, I agree with that completely. We do treat this in the report that this is what is required, without getting into detail. Now, the Business Roundtable is focusing heavily on that particular factor. I must say, however, that the emphasis is on academic outcome. My thesis is that is a very interesting theoretical concept if you don't recognize what has to be done along with it, and that is what is missing is that recognition.

Part of our role here is to get the word out about what is happening to kids and what is happening to education. I think this mechanism is a good one, and I think the private sector can help a lot in that.

Senator DURENBERGER. Thank you, Mr. Chairman.

The CHAIRMAN. I just want to commend you for taking the time that you did on looking at children issues and heading up the CED panel. I think you deserve a lot of credit. It is a tribute to you personally, and to your company. We talk about corporate responsibility, and I think you, and those who are associated with your company, should know how important this is and how helpful you have been. It really is a very important responsibility and you obviously take it very seriously. So I want to commend you and indicate that I hope we can continue this effort. There may be other areas where we have some differences, but we really ought to try and find ways we can work together. I am certainly very, very interested in pursuing implementation of your upcoming report.

I also look forward to working closely with you, CED, and the business roundtable on issues of school to work transition, mentoring, and apprenticeships.

Once again, thank you for being here.

I see Senator Dodd has returned.

Senator DODD. Thank you, Mr. Chairman. My apologies to you and to the mayor, but I had a very important meeting this morning that I could not avoid. I won't delay you any longer.

I know the questions that have already been asked covered the turf pretty well. I would just add my compliments to you as well, Mr. Renier, for what you have been doing. Certainly there is an element of good will behind this, but I think what needs to be said more often is that this isn't just a question of the notion of making a charitable contribution to society—this is very much in self-interest, and there is nothing wrong with that motivation.

Mr. RENIER. You bet.

Senator DODD. It is a good, healthy motivation, and you don't survive in business if you don't keep it in mind. What you have done is you have made a very rational and cogent decision about a corporation and its future, and simultaneously some people have really benefited by it. But nonetheless I think it is important to note the fact that this was a smart business decision. I think too often we praise business people for doing it as if they have made a contribution to some nice charity, and that is not really the case, is it.

Senator DURENBERGER. I might say, Chris, that Honeywell for a long time has maximized its allowable corporate contributions as well.

Senator DODD. I know, and I am not minimizing the importance of that. But what we need to convince business of is that this is a good business decision—not just that we want you to be a good corporate citizen. This is a dollars-and-cents, smart decision to make in terms of the future of your company and your corporation. And if you never give a nickel to the United Fund, if you don't contribute a dime to any charitable organization, this is a smart decision.

Mr. RENIER. If you use the word "education," Senator, you can sell it easily to business. That's my view.

Senator DODD. Congratulations. Thank you.

The CHAIRMAN. If you want to invest a little bit in Massachusetts, we'd be glad to talk to you.

Senator DURENBERGER. He is already there. [Laughter.]

The CHAIRMAN. We've had a good chance to go through those facilities.

Thank you very much.

Mr. RENIER. Thank you.

The CHAIRMAN. On our next panel we are lucky to have two service providers here today to tell us a little bit about life on the front lines, what the problems are, what kinds of programs are working, and what the Federal Government can do to help.

Our first witness is Robert Britt, a former congressman from Greensboro, NC, founder and director of Project Uplift, a comprehensive program serving children and families, a low-income housing development.

Mr. Britt, we applaud you for your commitment to a worthwhile project, and we thank you for being here.

We are also glad to welcome Kevin Tarpley, the national youth coordinator for YouthBuild, USA, a highly successful program which trains high school dropouts to build low-income housing and self-esteem. Mr. Tarpley is accompanied by Mr. Emmanuel Moore, who is a participant in YouthBuild, Boston. We are glad to have you both here.

Mr. Britt, I had the opportunity over the weekend to look over your background. You were a member of a very prestigious law firm and had an enormously lucrative practice there. You were elected to Congress, then ran for re-election and lost by 86 votes—we always remember those votes—and then, rather than returning to the law firm, decided to involve yourself in this program, which has been an extraordinary success. I think all of us hope when talking about these values and ideals that we can have the kind of commitment that you have demonstrated. It is enormously impressive to me and it brings great credibility to your presentation.

Mr. Tarpley, we know you and Mr. Moore have an incredible story that we look forward to hearing about in just a minute as well.

Mr. Britt.

STATEMENTS OF ROBIN BRITT, FOUNDER, PROJECT UPLIFT, GREENSBORO, NC; AND KEVIN A. TARPLEY, YOUTH COORDINATOR, YOUTHBUILD, BELMONT, MA, ACCOMPANIED BY EMMANUEL MOORE

Mr. BRITT. Thank you, Mr. Chairman.

I have a prepared statement that I'd like to submit for the record, and then I will summarize very briefly.

I'd like to begin by commending this committee on its many contributions to the crisis at home with children and youth. The comprehensive child development program that you helped initiate, your focus on fragmentation of services, and the emphasis on investing in what works I think are three of the most important things that the Federal Government can be about, and I commend you for that.

I guess if I were to describe what Project Uplift is doing, it is sort of what Governor Chiles was talking about, trying to identify what works in the realm of children and poverty, particular zero to 5, and then pull those together in a mosaic to try to provide comprehensive services with a particular emphasis on existing services.

We have targeted community services on a single low-income community, Ray Warren Homes, in Greensboro, NC, to demonstrate that early, continuous and comprehensive intervention does work.

Basically, there are three goals. One is to prepare the child—we heard about school readiness earlier—to prepare the child before entering public school for success in school. But we feel you can't do that in a vacuum, that you have also got to work with the parent and move that parent toward self-sufficiency and build a sense of self-worth in the parent, who really is the primary teacher of the child, and to be able to share with them strategies and edu-

cational opportunities to improve their skills as the primary teacher.

Ultimately, the goal would be to allow families to take control of their own lives—again a theme you have heard today.

We have two facilities in Uplift—a child development center, which basically enrolls the 4 year-olds from Ray Warren Homes and offers them a very enriched curriculum. We use the HighScope curriculum, which is a nationally recognized curriculum. We do a full day of enriched child care, feeling importantly that when we are providing early childhood education, we've got to give that parent an opportunity to pursue his or her opportunities, and of course, we have many more mothers than we do fathers.

The health care piece of this cannot be overestimated. I want to talk more about that when I tell you briefly about maternal and child health. The parental involvement in education, leadership development, offering parents opportunities to make decisions about the programs for their children and for themselves is very important, as is brokering the existing resources. We have speech therapists coming in to our center; we have psychologists working with abuse children and their families; we have volunteers coming in and working one-on-one; a foster grandparents program; a library program—a wealth of programs in the community. What we need to do is take these various threads and weave them into a cohesive fabric which then can be tailored to the goals and needs of the individual family.

At our child development center we started an exciting new program this fall, which is a computer learning program, working with the University of North Carolina at Greensboro. There are some special and perhaps unique advantages for the computers with the disadvantaged child. We are doing that, but doing it with a very heavy emphasis on developmental appropriateness. If it is rote learning, the use of the computer actually can be injurious, but if it is done right, and if it is done with developmental appropriateness, we think it can be on the cutting edge, and we think it may prepare our children uniquely for school.

Our children happen to attend the Magnet School for Science and Technology, so they will be exposed to computers as early as second semester kindergarten, and we will have developed a comfort level for them to build success around.

So that is basically a quick summary of what is happening at our child development center. But we see that only as one part. We also have a family resource center located in this low-income housing community at Ray Warren Homes. There, the operating dynamics are collaboration in brokering of services for the adult.

We have a wonderful new program called "Motheread", which is a family literacy program that builds on the motivation of the parent to read to the child and at the same time improve the literacy skills of the parent. Carefully selected children's books provide opportunities for self-expression of deep-seated feelings and bonding among those participants. The same instructor comes into our child development center, working with the children on these materials, and then makes home visits to pull those pieces together and to model story-telling to the parent.

I mentioned collaboration. It is a critical ingredient of this mosaic. We work very closely with the resident's council of Ray Warren Homes. In partnership with GATE, a local transportation agency, we have a 15-passenger van assigned to the residence council. We put out a newsletter with the residence council; we work on all activities through them.

A new and exciting development in this collaborative scheme is a lifelong learning center at a nearby branch of the Greensboro Public Library. Some residents came to us and said let's have a GED program. Instead of starting on our own, we went to the library, and the program was begun there in partnership with the community college, bringing in the instructor. There are tremendous possibilities of that extra resource, the lifelong learning center, including an intergenerational computer learning program that we are talking about.

The community college partnerships are critical, but an equally important part of that mosaic is the barriers that exist to services. Barrier removal is important. We never offer an adult activity without child care. We focus on transportation as an issue. The fragmentation of services is an equally important barrier as well as regulatory paperwork and red tape that are genuine barriers to access, as this committee has articulated so well and in the past.

A new program that is very vital and perhaps as important as any other is the maternal and child health program. What we were learning was that 30 percent of our children when they enrolled in our child development center had a health impairment of some kind.

All three of my children had inner ear infections; in fact, my eldest son's eardrum burst when he was a young child. We were on the phone to the doctor, getting the antibiotics, and the next morning they are fine.

These children have no phone in their homes; they don't have any transportation late at night; they certainly don't have the $20 to buy the antibiotics that may make the difference between a hearing impairment and no hearing impairment. They may get the antibiotics the next day from the county health department, but that may be too late.

So we decided that literally 2 year-old children were being destined to fail in school and fail in life for want of $20 worth of antibiotics. We started the maternal and child health program in partnership with the Guilford County Health Department, contracting with them for a public health nurse to be stationed in Ray Warren. This nurse will be focusing on prevention, making home visits, following a very extensive protocol to ensure that all the children who enroll will receive the health care they need to begin life and be able to achieve in school and thereafter.

Finally, the other piece that we feel is critical in these community-based programs is community education and community involvement. We have to raise the consciousness of the community to the fact that these issues are issues of our children and our families.

We have had over 100 presentations to civic clubs and other organizations; over 200 visitors have passed through our doors since we opened the family resource center and the child development center 2 years ago, and over 200 volunteers have participated

either at the child development center, family resource center, or in an extensive task force process.

We have got to build a base of public understanding and support because that is central to the long-term success of initiatives for children and families.

That is a very quick overview, Mr. Chairman, but my full statement will be in the record.

The CHAIRMAN. You've given us a lot to think about, and we'll come back to questions, but we'll hear from Mr. Tarpley first.

[The prepared statement of Mr. Britt (with attachments) follows:]

PREPARED STATEMENT OF
C. ROBIN BRITT, EXECUTIVE DIRECTOR OF PROJECT UPLIFT
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
JANUARY 15, 1991

INTRODUCTION

There is a time bomb ticking in our society. It is the social explosive of childhood poverty. It portends a future underclass unequipped to hold the jobs of tomorrow and unable to find success in life. Its destructiveness will impose unacceptable human, social and economic costs upon America if we stand idle.

The unconscionable litany of facts and figures regarding children and families in poverty is well known to this Committee. Children and single female heads of household comprise a high percentage of America's poor. The face of poverty in America today is that of a child and its mother.

The disastrous implications of childhood poverty are also well known. The intractable problems associated with low birth weight, infant mortality, developmental delays, infant bonding and stimulation, hearing and speech impairment, school failure and drop out, teenage pregnancy, juvenile delinquency, welfare dependency and hard core unemployment - all directly correlate to childhood poverty. For example, 80% of the inmates in prison in North Carolina today grew up in poverty.

Surprisingly, however, we do know some things that work to change the outcomes for children -- especially early, continuous and comprehensive intervention. We also know that these interventions such as maternal and child health care, early childhood education and support of the young child's family are extremely cost effective.

UPLIFT'S PROGRAM

Nearly 4 years ago, Uplift began planning a model program for low income families to demonstrate that early, sustained and comprehensive intervention works. For two years, it has operated a Child Development Center and a Family Resource Center in Greensboro, North Carolina as components of a model demonstration program. Uplift's game plan has been to target community services and resources upon a single low income neighborhood through a collaborative, public/private model and, over time, to evaluate results.

The goal is to prepare the child for success in public school and to move the parent toward self sufficiency and a stronger sense of self worth. The ultimate objective is to enable families to take control of their own lives.

"Numbers" have not been emphasized and the project has been kept small intentionally. Lisbeth Schorr cites smallness as a characteristic of many programs that work in her book Within Our Reach: Breaking the Cycle of Disadvantage. Services are mainly limited to Ray Warren Homes, a low income housing community of around 235 families. It is expected that Uplift's new Maternal and Child Health Program will serve around 50 families and 75 children. The Child Development Center offers the nationally recognized High/Scope

curriculum and a full day of child care to 20 four year olds each year. This represents a majority of the children of that age in Ray Warren. Uplift's primary focus is upon families with young children although the Family Resource Center's community building activities are offered to all 235 families in Ray Warren.

Child Development Center

In a recent visit to Uplift's Child Development Center (CDC) with a foundation representative, the magnitude of existing resources in the community and the power of brokering those resources to benefit young children was brought home in a powerful way. Let me share that experience with you.

Out front was the library bookmobile which brings books on a weekly basis to the CDC. As we passed the kitchen, a volunteer was working one on one with a child. Inside the classroom were Foster Grandparents under a federal program as well as interns from N.C. A&T University. The teachers had just finished High/Scope training, an enriched curriculum built on a long history of success with disadvantaged children. The children were lining up to go to the branch library two blocks away for story telling and puppetry. Afterwards, they returned for a hot lunch provided through the Child Care Food Program which also funds breakfast and two snacks daily.

On other days, field trips to the zoo, Natural Science Center, airport, hospital, circus, fire department, farm, etc. offer what are often new and important learning experiences for the children. Twice a week speech therapists from the Greensboro Public Schools work with children who need their services under Public Law 99-457. A local psychologist generously donates his time to work with abused children and their parents.

This year the children received extensive health and developmental screenings by the Developmental Evaluation Center of the N.C. Division of Maternal and Child Care. Children with special needs are referred to appropriate programs within the various agencies in the community.

A local lawyer has volunteered her time to bring appropriate role models into the classroom. These are often followed by visits to the individual's worksite (dentist's office, hospital, etc.). On a recurring basis the Sycamore Center, a local substance abuse agency provides a puppet show designed for four year olds which deals with substance abuse and prevention. In the summer the children receive five weeks of swimming instruction through the Greensboro Parks and Recreation Department, giving a tremendous boost to self esteem.

A study by an intern placed the value of the services brokered by Uplift from August,1989 through August, 1990 at over $58,000.00. This did not take into account services to which a monetary value could not easily be assigned (health screening, student interns, etc.). It is not likely that our children would access many of these group services without the existence of Uplift or similar programs.

Parental involvement is emphasized at the Child Development Center. Parents are invited into the classroom to be with the children. They also are invited to serve on the Parents Action Committee which makes decisions about the CDC program, undertakes projects, and develops its own leadership. Parent

education classes drawing upon local resources such as Bennett College are held monthly.

The transition to kindergarten is eased by a visit to the neighborhood school the child will attend. Parents are also encouraged to visit, in order to establish relationships with the teachers and principal.

Objectives of the CDC for the child include building the child's self esteem, school readiness and social skills. For parents, the main objective is to nurture their roles as primary teachers of their children. If, as several parents reported, they and their children come to place a higher premium on education, then the CDC has succeeded.

Computer Learning Program

An exciting new Computer Learning Program was added at the Child Development Center this year in collaboration with the University of North Carolina at Greensboro (UNC-G) funded by Glaxo Corporation with computers donated by Apple Computer. With a heavy emphasis on developmental appropriateness, children are introduced to the computer by UNC-G graduate students and trained undergraduates. Dr. James Watson at UNC-G is developing computer software for early childhood including interactive videodisc applications which show great promise. The computer may have unique applications for disadvantaged children. It is non-judgemental, patient, provides instant feedback and the child is in control. Personal interaction with the instructor at the computer is key and intergenerational models involving parent and child are envisioned.

The elementary school to which Ray Warren children are assigned is a Magnet School for Science and Technology. This means Uplift's children, who will be exposed to the computer as early as the second semester of kindergarten, will already have developed a "comfort" level with the computer.

Family Resource Center

The Family Resource Center brokers resources to groups of parents and to individual families providing access to needed services and opening doors of opportunity for the adult.

MOTHEREAD is a family literacy program offered to Uplift parents through partnership with the Greensboro Public Schools, Greensboro College, MOTHEREAD, Inc., UNC-G, RELA, Inc. and Uplift. It is funded by a federal Even Start grant awarded to the Greensboro Public Schools. MOTHEREAD's guiding principle is that the parent-child bond can motivate parents to improve their own literacy skills. Surveys show that being able to read to a child is one of the stronger incentives for adult literacy development. By encouraging "lap reading" to their children, MOTHEREAD not only enhances parents' literacy skills but also helps provide a home environment where children have more opportunities to reach their full potential as learners.

Using carefully selected children's literature, the MOTHEREAD instructor works with the parents in an informal support group setting.

The sharing experienced helps break feelings of social isolation. The instructor also has story sharing time with the children at the Child Development Center so the children are exposed to the same materials. Home visits will tie the learning experiences of the parent and child together and model story telling in the home. MOTHEREAD is "learner centered", which means it is designed to meet a specific goal or need of the learner.

Dr. Judy Cheatham, a nationally recognized literacy expert from Greensboro College, and Dr. Arlen Watson of UNCG will design a two year follow-on program for families as their children enter public school. This component, which will continue to provide computer learning to the children in after-school programs in kindergarten and first grade and family literacy activities for the families, is a part of the Even Start grant.

Collaboration is the touchstone of the Family Resource Center. This fall residents of Ray Warren came to the Family Resource Center requesting a GED course (General Equivalency Degree). In partnership with the Lifelong Learning Center at the nearby branch of the Greensboro Public Library the course was offered at the library with Ray Warren adults forming a core group. Child care was provided by Uplift at the Family Resource Center. Many other areas of cooperation are being explored with the Lifelong Learning Center, including intergenerational computer learning.

On a periodic basis, Guilford Technical Community College offers a Human Resource Development Course (HRD) at Uplift's Family Resource Center. The HRD course builds self esteem, helps students prepare resumes, reviews job interview techniques, has a job placement feature, and tracks new employees for several months. Uplift hosts and helps publicize this course in the community when it is offered.

Close cooperation with the Ray Warren Residents' Council is an important function of the Family Resource Center Director. A Ray Warren newsletter is published five times a year with the cooperation of the Residents Council highlighting activities and opportunities in the community. Input from the Residents Council and from participants is sought for all Uplift's activities.

GATE, a local non-profit transportation agency, at Uplift's urging assigned a fifteen passenger van to the Ray Warren Residents Council. The van is available for Residents Council activities as well as field trips for Uplift's Child Development Center and to meet transportation needs at the Family Resource Center.

Maternal and Child Health Program

A major new initiative of the Family Resource Center is the Maternal and Child Health Program which will begin early in 1991. In partnership with the Guilford County Health Department, the program will bring to Ray Warren Homes those health components that can best be delivered in a neighborhood setting. It will also make more accessible to residents those maternal and child health services that are available only at public health clinics by removing barriers such as day care and transportation. Uplift will subcontract with the county Health Department for a public health nurse who will be stationed in Ray Warren Homes.

Comprehensive health services for each child and mother enrolled represent a major component. For example, expectant mothers would have access to the Health Department's Maternity Clinic, High Risk Clinic (if needed), the Women and Infants Program (WIC), etc. Infants and toddlers will receive full immunization, nutritional and other health services.

The component that focuses on prevention is the Child Care Coordination Program. This program provides regularly scheduled in-home tracking by the public health nurse assigned to Ray Warren to assure that infants and toddlers and their families receive the medical attention, developmental guidance, and medical referrals they need. Normally limited in scope (for example, to low birth weight babies), this program's protocol will be followed for all Ray Warren infants and toddlers who are enrolled.

Health education and parent support groups are another component of the Maternal and Child Health Care Program. Small informal groups of parents will be formed to interact around health issues and to function as a support group. BABY READY is a family literacy program designed around maternal and child health issues that is being developed by MOTHERREAD. It will also be implemented as part of the Maternal and Child Health Program.

Community Education and Involvement

Uplift was founded to raise consciousness to the problems of children and families in poverty and to translate that concern into concrete programs of community action. Community education and mobilization remain a high priority. Over 200 groups, community leaders, elected officials and other individuals have toured Uplift's facilities since it opened in 1988. Nearly 100 presentations have been made to civic organizations, religious institutions and other forums. Nearly 200 volunteers have contributed either directly in the Child Development or Family Resource Centers or through a community task force process. Uplift initiated and was the lead agency for a day long focus on early intervention for children in poverty co-sponsored by the Greensboro and High Point Chambers of Commerce, Jaycees, and Junior Leagues and seven other organizations. Over 300 business and community leaders participated. Uplift believes building a base of public support and understanding is central to the long term success of initiatives for children and families.

GUIDING PRINCIPLES

Certain guiding principles undergird Uplift's program many of which are drawn from the Family Resource Coalition in Chicago which has played an important role in clarifying Uplift's vision. Uplift's focus is on the <u>family</u>, recognizing that the problems of neither child nor adult can be solved in a vacuum. The fragmentation of services (not to mention the confusing variation in eligibility requirements) poses a formidable barrier to services for low income families. To be successful the threads of all services must be woven into a single cohesive fabric that in turn must be tailored to the needs and goals of the family. Comprehensive efforts which focus services on the family have the best chance of success.

A "bottom up" strategy has been followed by Uplift on the assumption that only through "hands on" engagement can we identify problems and conceptualize solutions. Keeping "one foot in the trenches" is a prerequisite to understanding the needs and problems of the family and the care giver. It is also felt that the local community not only is the proving ground but the appropriate level at which to target state and federal resources for the family.

Empowerment of the family is a major objective. Uplift endeavors to engage families in making decisions about their programs, to build their sense of self worth, to remind them of their strengths and skills, to encourage self-help and outreach to others and to share strategies of how to negotiate the social systems on their own. A non-deficit approach that builds on the strengths of families instead of accentuating weaknesses helps empower the family.

Accountability and evaluation are the keys to quality. Too often success is measured by the number of "contacts" with the family. Contacts can be good or bad. Uplift hopes to develop outcome oriented measures of success incorporating new evaluation techniques as they are developed locally and nationally.

Barriers to services are much discussed but rarely addressed comprehensively. Legislation may contain "child care" funding but the reality is that no licensed day-care center can displace a full time, long term slot for a part day stipend. The time involved in pursuing and filing for reimbursement for temporary child care often is not worth the compensation received. Uplift made a key operational decision to provide child care for all its adult activities. It works. Similar efforts are being made to insure that transportation is not a barrier. A long range goal of Uplift is the systematic documentation of federal and state legislative and regulatory barriers which pose disincentives to participation and impediments to successful implementation.

EVALUATION

In depth evaluations of all components of Uplift's program have been commissioned beginning with the current operating cycle (August, 1990 - July, 1991). An independent evaluator, Dr. Judith Penny (whose doctorate is in Child Development and Family Relations), has been engaged by the Greensboro Public Schools to provide evaluation at the local level for the Even Start Program which includes the MOTHEREAD Program. Uplift also has contracted with Dr. Penny to evaluate all aspects of Uplift's program.

The Uplift evaluation plan will compare statistical data and outcomes of children and parents enrolled in Uplift's programs with control groups of similarly situated children and families.

EARLY CHILDHOOD INITIATIVE

Early Childhood Initiative (ECI) is a non-profit companion corporation to Uplift founded by Randolph Johnston. It helps local communities in North Carolina work toward an integrated system of health and human services. Its emphasis likewise is on early, continuous and comprehensive services for young several community models that build upon Uplift's experience. It is expected that these comprehensive, collaborative models will be tailored to the needs of the individual community. The boards of ECI and Uplift are considering merger of the two non-profit corporations with ECI providing the field operations for the combined entity.

41-187 0 - 91 - 4

Project Up Lift

P.O. Box 222 Greensboro, North Carolina 27402 919-333-2777

PURPOSE

Project Uplift was created to address the issues of children and families in poverty. Goals are to:

1. educate the public to the causes and costs of children growing up in poverty,
2. marshal public opinion to affect public policy issues,
3. operate Child Development and Family Resource Centers in a single targeted neighborhood to demonstrate the benefits of comprehensive early childhood intervention, self-help opportunities and empowerment for the family, and
4. identify principles and evaluation procedures underlying an effective program of family support.

STAFF

Full Time -
President, Administrative Assistant, Program Developer, Child Development Center Director, teachers, and Family Resource Center Director.

Part Time -
Assistant to CDC Director, Bookkeeper, and Child Care Workers.

Contract (for) -
Maintenance and cleaning
Public Health Nurse

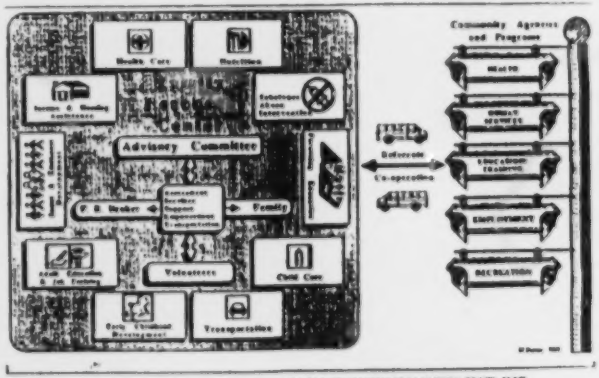
HISTORY

1987-Operations begin.
1988-Child Development Center (CDC) opens in Nov.
1989-Family Resource Center (FRC) opens in Jan.
1990-Computer Learning, MOTHEREAD, Maternal & Child Health programs begin in fall.

SOURCES OF INCOME

• Foundations	50%
• Government	20%
• Religious Institutions	9%
• Individuals	15%
• Corporations and Civic Organizations	6%

In kind contributions - rent free space, counseling, speech therapy, production of video tape for public education, public relations services.



COLLABORATION

Using existing services wherever possible, Project Uplift has developed cooperative projects with the County Health Dept., University of North Carolina at Greensboro, Greensboro College, Vance Chavis Branch Library, Public Schools, Housing Authority, MOTHEREAD, Parks & Recreation, Greensboro Agency Transportation Express

EARLY CHILDHOOD INITIATIVE, INC.

P. O. Box 1520
Raleigh, NC 27602

A companion corporation to Project Uplift, ECI helps communities work toward providing an integrated system of the health and human services that will enable their disadvantaged children to succeed in school and

BEST COPY AVAILABLE

Project UpLift

PROJECT UPLIFT'S CHILD DEVELOPMENT AND FAMILY RESOURCE CENTERS: A FOCUS FOR COMMUNITY EDUCATION AND MOBILIZATION

CHILD DEVELOPMENT CENTER (CDC)

Developmentally appropriate early childhood education for four-year-olds using High/Scope curriculum
Free to low income families in Ray Warren area
Open 7:30 am - 5:30 pm 11 months of year
North Carolina AA day care license (highest license)
Health screening and referral
Nutritious meals and 2 snacks
Monthly parents meetings and Parent Action Committee
Parents involved in their children's education
Transition to Kindergarten
Computer learning including interactive videodisc
Location: church basement on edge of Ray Warren, low income housing community served by Project Uplift.

FAMILY RESOURCE CENTER (FRC)

Focus on families with young children in Ray Warren Homes
Parents linked with available community resources
Community building events for all Ray Warren residents (230 families)
Newsletter with Residents Council
Collaboration with Life Long Learning Center at library
MOTHERREAD, family literacy component
Maternal and Child Health component:
- Nurse to follow children and families prenatally to 4 yrs. old through home visits
- Early referrals for developmental delays and health problems
- Support groups for moms, child care for children

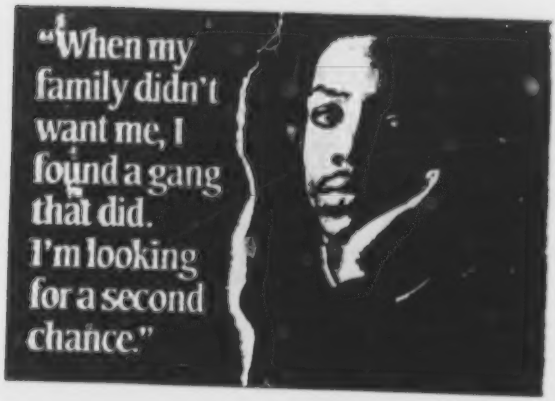
Location: Housing Authority building in middle of Ray Warren.

To begin Feb, 1991

COMMUNITY EDUCATION AND INVOLVEMENT

Conducted public opinion survey in county concerning children and families in poverty
Helped form Early Childhood Initiative, Inc.
Over 90 presentations to churches, civic organizations, etc.
Over 200 hours of CDC and FRC
Nearly 200 volunteers have helped (120 put in over 1800 hours on Task Force process)
Co-sponsored Community Mobilization Conference with University of N.C. at Greensboro
Lead agency for day long focus on early intervention by business community co-sponsored by Greensboro and High Point Chambers of Commerce, Jaycees and Junior Leagues and seven other organizations (over 300 business and community leaders participated.)
Co-sponsored breakfast meeting of 50 human service providers
President testified before Early Education Study Commission of NC General Assembly
Co-sponsored Community Task Force process to draft comprehensive plan for low income families with young children
President chairs Guilford Co. Commission on the Needs of Children
Administrative office location: basement of downtown church.

Every eight seconds of every school day, a U.S. student drops out.



*America Must Respond To The Challenges Facing Its Youth. But How? The National Debate begins January 16, 1991 at 8 p.m. E.S.T. on PBS.**

Teen pregnancy. Drug addiction. Poverty. Dropping out. Violence. Abuse. Unemployment. Lack of skills. These are but a few of the many roadblocks to productive, fulfilled lives faced daily by 12 million American youngsters. Victims of an uncaring society or a poorly ill-prepared to help them, there is hope.

"All Our Children With Bill Moyers," a powerful 90-minute documentary examining young people in crisis, followed by a live one-hour discussion from Columbia, South Carolina's historic Longstreet Theatre, will probe this national tragedy and what's being done to stem the tide. This is a special opportunity to see how all Americans can make a difference.

REALIZING AMERICA'S HOPE.

* Check local listings

GM

GENERAL FOODS CORPORATION
MOTT FOUNDATION

BEST COPY AVAILABLE

More than 1 million babies will be born to US teenagers this year.

*America Must Respond To The Challenges Facing Its Youth. But How? The National Debate begins January 16, 1991 at 8 p.m. E.S.T. on PBS.**

Teen pregnancy ... addiction ... Poverty ... Dropping out ... Violence ... Abuse ... Unemployment ... Lack of skills ... These are but a few of the many roadblocks to productive, fulfilled lives faced daily by 12 million American youngsters. Victims of an uncaring society or a society ill-prepared to help them, there is hope.

"All Our Children: With Bill Movers," a powerful 90-minute documentary examining young people in crisis, followed by a live one-hour discussion from Columbia, South Carolina's historic Longstreet Theatre, will probe this national tragedy and what's being done to stem the tide. This is a special opportunity to see how all Americans can make a difference.

REALIZING AMERICA'S HOPE

* Check local listings

GM

THE ANNENBERG/CPB PROJECT

MOYERS FOUNDATION

BEST COPY AVAILABLE

Mr. TARPLEY. Good afternoon, Mr. Chairman and members of the committee.

It is an honor to be here before the committee and the U.S. Senate here. My name is Kevin Tarpley. I am currently serving in a paid position as the national youth coordinator, which is a life mission for me, in servicing young people.

As the national youth coordinator, I am paid a salary to do that which I love and have done for over 15 years. And I have done this because someone else has taken out time for me. I was not always paid for doing what I'm doing now. It was out of a sense of mission to young people and to myself because so often as a young person, I was denied the ability to do what was right; I was always told that I was too young, and it was not my time.

So many young people have heard that message, and so they have turned to other things in this country today. Before, it was "Be a good scout; do what is right for yourself and for America." But that has changed somewhat.

I have brought a young man with me, Mr. Emmanuel Moore, who is a part of YouthBuild Boston. I brought him here not because I wanted him to make a great speech, or I wanted him to be present for token reasons. I brought him here because this is another part of his leadership development—being able to sit in the halls of power and the U.S. government, and say to you face-to-face: "This is what I need as a young man who is hurting, as a young man who has been unemployed, as a young man who has suffered in the streets of Roxbury, Dorchester, Mattapan, or Boston as a whole." This is why he is here today.

YouthBuild U.S.A. is a construction training program that takes young people such as Emmanuel, who have said "I don't want to be part of the streets anymore; I don't want to be part of the gang situation anymore; I don't want to sell drugs anymore; I don't want to kill anymore; I don't want to be killed," and we give them some hope by taking them and training them in construction, in rehabbing old homes that could be utilized to house the homeless, for low-income families, for young people such as Emmanuel himself.

As well, we work on the GED side of the scope because just teaching construction is not enough if he is not ready to read, write and do arithmetic, which is required for construction, to read a blueprint, to add inches and yards.

So that is what YouthBuild is about. It is also about the leadership development aspect. I listen to Emmanuel. I ask, "What are your life dreams, Emmanuel? What do you desire to do in this world, and how can I help? I don't just want to be there for you from 9 a.m. until 5 p.m. in the evening; I want to know what I can do for you in your life until you are ready to move on." It is not to create dependency; it is to acknowledge that you do have support, which many of the young people, when we talk to them, that's one of their biggest grips: "If someone just supported me, if someone just believed in me." This is what YouthBuild is about. It is more than just doing construction, bricks and mortar.

We tend to overlook people who are trying to do what is right in the community because, as one of the Senators mentioned, people want to feel comfortable. Well, adults want to feel comfortable, too.

They don't want to have to work beyond that scheduled work time. They want to finish work and go home and be with their families.

Well, as a provider in this particular field, I recognize the fact that that is not possible, because their problems don't stop at 5 p.m. when our work day ends at 5 p.m.; it tends to go beyond that.

The CHAIRMAN. Kevin, I'm going to give you another couple minutes, and then I want to hear from Emmanuel and ask some questions.

Mr. TARPLEY. Yes, sir. So what we are trying to do is exhibit fully the values of being responsible and productive citizens through hard work; speaking openly and truthfully to one another, and doing whatever is necessary to involve young people in the process.

I would like to enter into the record at this time a detailed description of the YouthBuild program, "Notes Towards a National Youth Policy" written by Dorothy Stoneman; articles from the Boston Globe; and the Youth Council as another alternative to dealing with many of the problems that our young people face. I'd like to place that in the record with the testimony, and I will yield the floor so you may ask questions to Emmanuel.

The CHAIRMAN. Thank you very much, and we'll include those materials in the record.

[The prepared statement of Mr. Tarpley (with attachments) follows:]

Testimony
of
Kevin A. Tarpley, National Youth Coordinator
National Office , YouthBuild, USA

Good day honorable members of the U.S. Senate. My name is Kevin A. Tarpley. I'm currently being paid to fulfill my life's mission, in service to youth. I'm employed by YouthBuild USA as the National Youth Coordinator. As the national coordinator I'm paid a salary to do that which I love and had done for free for over 15 years. I do this because someone once took out the time for me.

It is an honor to sit here before those who have the will to make some key changes in America. Yes, you have the power to influence the way that adults in the United States of America think. But, who speaks for the youth of America, who shall stand from among the largest group of people in this country and in the world and be officially recognized as the leaders of America's youth? They are there, we negotiate with them everyday. They are real. Some are positive and some are negative.

In the positive sense they are young entertainers, football players, basketball players, producers, to name just a few. These are the leaders of young Americans because they are most visible to young America. These people have great influence over Americans and their families.

In the negative sense they are gang members, drug dealers, hate groups and peers.They too, have great influence over young Americans and their families. These are the other young Americans that are most visible day to day to other young Americans.

We tend to over look those who are working hard in their communities to do that which is most honorable and correct. Those young men and women who really care about their town, state and country. Those who have a world vision. Those young people who are saying, "Count me in.I want to join this most noble effort to preserve life, liberty and happiness for all." we tend to turn our back on them because they prove not to be a problem.

There must be balance. They are the key to all the concerns of youth and family because they are able to see the needs. They are more often then not, ready to commit themselves to a long term effort to do that which is needed if we are willing to train, listen and follow up on recommendation that they bring to our attention. Many of these young people are from those families in

crisis. They are looking to fit in through service to others.

I believe that the young people who are in trouble are products of the whole society, what I like to think of as the American family, not just a product of their nuclear family. Therefore, we as a national family need to take responsibility for all the hurts that young people within their own families and without their own families are suffering. You see, I believe, and I know because I've seen it over and over again, that even a child coming out of the worst situation can change if someone takes the time to genuinely care about what will happen to him or her, while having the patience to bear the pains of caring. And while that person is taking time to care, he must also,

1) Exhibit fully the values of being a responsible and productive citizen through hard work (as a volunteer or at some full time/ part time job). This encourages the work ethic, self help and self-esteem.

2) Speak openly and truthfully with that young person and respect his or her right to believe, think and dream visionary thoughts. Encourage trust and invite the thought process to go deeper through discussions and setting goals and a plan of action to reach those goals.

3) Do whatever is necessary to assist that child, young person or young adult to achieve those positive goals.

So you see what I have stated are those things that we should find present in a family. Well, it is sad to say that in many cases we are not finding this type of support at home because families in crisis have something that has stopped or interrupted the process which makes a family a family. Some thing or some system has taken away that sense of self which could have made that family strong and effective. Whole families are being wiped out by another family member, or in some cases young people are killing themselves because they believe that whatever the problem is, it's their fault. The cause of this goes well beyond the family, but the cure lies in finding new positive substitutes for family, both short and long term.

There are those who say that you can not replace the family. I would dare to argue. Young people have turned to gangs, making their own families in hopes of creating a better life for themselves through that of a new family where they are the ones being depended on for love, guidance, support and hope.

Other young people have been lucky enough to find a mentor, or a church group, or a community-based organization which provides the kind of personal caring and sense of family that allows the young person to survive with decent values. All too many young people are not finding anybody, and they're just giving up.

We at YouthBuild USA believe that young people need programs which are consciously designed to counteract the particular forms of mistreatment which have affected them. Thoughtful professionals need to analyze the nature of the mistreatment received by each group of young people and then chart a course which is diametrically opposed to the past mistreatment. To do that here, let's look at the mistreatment.

Young people in low-resource communities have lived in relative poverty and powerlessness in an affluent society which values wealth and power, and which has given them little respect, little opportunity, little of importance to do, and has not cared enough to protect them from the temptations of drugs, from physical decay of their environment, from the breakdown of their families and overwork of their parents and even from homelessness, hunger, and automatic weapons.

To succeed to the maximum extent, a program must dramatically reverse this past experience. It should bear no resemblance to the institutions and attitudes that have so far disappointed and hurt our young people.

We must, in designing youth programs, chart a course which is so different from the past hurts that the program will free up the young people's best energy, intelligence, trust, and hope, and engage them in the process of taking charge of their own lives and contributing to their communities.

The programs must, therefore, include the following positive elements, in contrast to the past experience of the young people:

-profound respect for their intelligence;
-some degree of power for them over their immediate environment;
-protection from disaster, or at least the support to cope with it;
-meaningful and important work;
-real, patient caring for their development;
-very high standards and expectations;

-actual teaching of skills;
-consistently positive values;
-family-like support and appreciation from peers and adults;
-understanding of the proud and unique history of their people;
-heightened awareness of present-day world and their important place in it;
-a path to future opportunity;
-real concern and action from the agency about changing the conditions that have effected them and the people they love;
- fun.

I further believe that America needs to continually address adultism, racism, greed, selfishness and the failure of local, state, and federal government to adopt and maintain a full array of educational, employment and youth development programs to meet the needs of young people and families. This will have to include programs that could not be measured tommrrow, but would require us to wait years in order see their effect. For example, one of the most effective programs that did not make it through budget cuts in the late 70's was the CETA program which I'm a product of. Because of that program, members of my family of eight had hopes of job opportunities. Six out of 8 (eight) of us received jobs under that program. All eight of us are working today because we were given the opportunity to experience how good it felt to make our living, and the freedom to be responsible with our own earnings. This was a good program gone to the way side. I can't help but think of how many young people we could have saved from the drug trade had a program like CETA been around today. I'm sure the projected 30 billion dollars that we are spending on the so called "War on Drugs" could have been more effective had CETA been saved.

The YouthBuild program, now spreading across the country, is another solution. In YouthBuild programs young people who have dropped out of school are trained in construction skills while they rehabilitate abandoned buildings to provide affordable permanent housing for homeless or very low income people. They attend academic classes for 50% of the program. Major emphasis is place on providing opportunities for young people to develop as leaders through making decisions affecting the program and its policies, and through involvement in community life.

In addition, within each YouthBuild program we try to include the comprehensive positive elements I have listed above, to meet the needs of young people who have withdrawn from the mainstream institutions of

society.

At this point I'd like to enter into the record a fuller description of the YouthBuild program, and Notes Toward a National Youth Policy, by Dorothy Stoneman, President of YouthBuild USA.

Within every institution affecting young people, youth empowerment is needed. However, empowering youth will happen only once what we call "adultism" is recognize and dealt with. What is adultism? Adultism is parallel to racism and sexism, and just as pervasive. Adultism refers to all the attitudes and behaviors that flow from the conviction that adults are superior to young people, always have the best ideas, have the right to control all the institutions attended by young people and, beyond, have the right to control, punish, hit, and literally own, their children.

Adultism leaves young people very powerless, and conditions all of us when we are very young to accept various degrees of powerlessness for the rest of our lives.

Adults fear giving young people the right to share in the direction in which to steer the boat. I can't help but to believe that adults fear for their jobs and positions. But in fact young people must learn to take charge , resolve problems in a peaceful manner, plan for their futures as well as America's future. They must believe that they are important.

In the case of young people who are poor, they have been further mistreated. We have allowed the powerless to be raped. Raped of their identity, raped of their way of life, and raped of ability to make a living. And, because of this, our national security is at stake.

There is no natural resource that is more important to protect, more important to fight for than that of youth and the family. So to that, if I may be so bold, I would like to add, perhaps here and now is the time for this committee to honorably submit to its fellow congressional colleagues a new Declaration of War Against Poverty.

I can't help but to think of the billions of dollars that we are committing to the operation in the Persian Gulf, and how we fail to recognize that if we put that kind of money into fighting poverty that we could win. You know, the poverty program did not fail. It was working in many respects, but the

government called off the fight.

I can't help but think about the billions of dollars that we are going to allocate to save banks, NASA cost over-runs, etc. and then think about the money that we are spending daily in other countries in the interest of national security. Well, I believe that our security is threatened not from merely the outside, but equally from within. Americans are killing each other in record numbers.

Government itself can be a place of learning, but adults must recognize that young people have something to offer . For example, local and state governments have in some communities established Youth Councils, Youth Commissions or Youth Advisory Boards. But many of them are merely going through the motions. with no significant influence. Do you learn medicine by practicing on dead bodies forever? No, at some point we say to our medical students that you must work as an intern under the supervision of an experienced doctor before recieving the blessing of the state to practice medicine. So, why can't we prepare young people to cope with life by training them? This will translate into strong families in the long run.

Yes, "Everyone can be great, because everyone can serve," the late Dr. Martin Luther King Sr. once said. I say, in order for families to stop suffering we as a nation must understand that we are all family and that our young people make up that family. They too are individuals and we must challenge them to be the best that they can be. They must have the opportunity to succeed as well as fail. We tend to think the latter will be the case. It is said that what you believe most is what generally will happen. If you have no faith in them , then why should they believe in themselves.

The heros and heroines of America must no longer be just the man and women who meet on the field of athletic competition. We must turn and give recognition to that young man and young woman who have given of themselves to triumph over the evils of poverty. Those heroes are out there. I've brought a young man with me who may not know it but he is one of those heroes.

As a former gang member and a person who sold drugs as a means to get what he wanted because jobs are not easy to get, the pay was much better than what others were paying, he was his own boss. He has been wounded in a gun fight and is a father of three. He has decided that his family, his sons,

are more important than the money, and he further recognizes that what he was doing was not worth the price that the street life required.

He often tells me that I made the difference in his life but, you see, he has made the difference in mine. I accept this young men and about 28 other young people in the local YouthBuild Boston program as my joint responsibility with their families and the other YouthBuild Boston staff persons. Many of us are not just working at a job. It is a mission to save America. It is a mission to save young people, it is a mission to hold up a mirror so that they can see the beauty in themselves, to open doors that seem to be locked, to say to the rest of the national community that young people - regardless of their background - do care about what is happening in this world. It is critical that we all stop to listen, and that we understand that as soon as the society offers the opportunity, through programs such as YouthBuild, young people seize the opportunity and reveal their heroism.

Members of this honorable panel, I stand ready personally to serve my country in whatever way possible. I am happy to be working for YouthBuild USA, because we are making a difference.

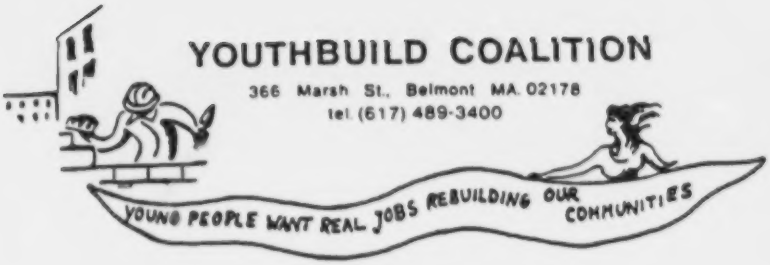
I thank you for giving me this opportunity to share with you my views. Are there any questions.

MEMBERS OF THE YOUTHBUILD COALITION

•*National Organizations:* ACORN. American Friends Service Committee, National Youth Program. American Youth Work Center. Association for Community Based Education. Children of War. Children's Defense Fund. The Enterprise Foundation. Full Employment Action Council. Housing Assistance Council. Human Environment Center. National Association of Housing Cooperatives. National Association of Service and Conservation Corps. National Child Labor Committee. National Coalition for the Homeless. National Congress for Community Economic Development. National Urban League. National Youth Leadership Council. 70,001 Training and Employment Institute. YouthAction.

•**Alabama:** Federation of Southern Cooperatives, Epes. •**Arizona:** Chicanos Por la Causa, Phoenix. •**California:** California Literacy Inc., San Francisco. Centro de la Raza, Long Beach. Chinese Community Housing Corporation, San Francisco. Clare Foundation Teen Center, Santa Monica. Cleland House of Neighborly Service, Los Angeles. Downtown YMCA, San Francisco. East Bay Conservation Corps, Oakland. Escuela de la Raza Unida, Blythe. Korean Community Center of the East Bay, Oakland. Los Angeles Service and Conservation Corps. Mendocino County Service and Conservation Corps. Reality House West, San Francisco. San Francisco Conservation Corps. San Pedro Service and Conservation Corps. Santa Ana Neighborhood Housing Services. Shred of Dignity, San Francisco. Synergy Building Systems, San Francisco. Tenderloin Neighborhood Development Corporation, San Francisco. Watts Labor Community Action Committee, Los Angeles. •**Colorado:** Brothers Redevelopment, Inc. •**Connecticut:** Neighborhood Development Associates, New Haven. Northeastern Connecticut CDC. Danielson. Save the Children Federation, Westport. •**Florida:** Florida Low Income Housing Coalition, Tallahassee. Lutheran Social Services of Northeast Florida (H.E.A.R.T.). Miami-Dade Neighborhood Housing Services. New Century Development Corporation, Miami. North Florida Educational and Development Corp, Gretna. Northwest CDC West Palm Beach. Professional Employment and Training Services, Clearwater. Tallahassee Urban League. Vocational Education, West Palm Beach. •**Georgia:** DeKalb EOA, Decatur. Georgia Housing Coalition, Atlanta. •**Illinois:** Chicago Coalition on Youth Employment. Chicago Renewal Society. Chicago Student Advisory Council. Demicco Youth Services, Chicago. Eighteenth Street Development Corporation, Chicago. Neighborhood Reinvestment Corporation, Chicago. •**Iowa:** Children's Square, U.S.A., Council Bluffs. •**Indiana:** Historic Landmark Foundation of Indiana, Indianapolis. Tree of Life Ministeries for Economic Development and Care Center, Gary. Westside Cooperative Organization, Indianapolis. •**Kentucky:** Kentucky Housing Development Corporation, Manchester. •**Louisiana:** Central City Housing Development, New Orleans. •**Maine:** Building Alternatives, Inc. Community Employment Project, Portland. Portland West Neighborhood Planning Council. •**Maryland:** CityHomes, Inc., Baltimore. Community Survival Center, Baltimore. District of Columbia Youth Council, NAACP, Oxon Hill. Jubilee Jobs of Baltimore. Montgomery County Service and Conservation Corps. South Baltimore Youth Center. •**Massachusetts:** Citizens' Housing and Planning Association, Boston. Dorchester Bay Economic Development Corporation. Just-A-Start, Cambridge. Massachusetts Association of CDC's, Boston. Nuestra Comunidad Development

Corporation, Roxbury. Nueva Esperanza, Holyoke. Quincy-Geneva Housing Corporation, Dorchester. The Social Policy Research Group, Inc., Boston. The Somerville Corporation, Inc. Teens As Community Resources, Boston. Tent City Corporation, Boston. Urban Edge Housing Corporation, Roxbury. YouthBuild Boston. **•Michigan:** Flint Community Development Corporation, Nelson Neighborhood Improvement Association, Muskegon. Operation Self-Determination, Saginaw. **•Minnesota:** National Youth Leadership Council, Roseville. **•Mississippi:** Community Resource Group, Jackson. MS Housing Coalition, Jackson. Rural CDC, Menden Hall. **•Missouri:** YEHS (Youth Education and Health in Soulard). **•Nebraska:** Chicano Awareness Center, Omaha. **•Nevada:** Nevada Association of Latin Americans, Las Vegas. **•New Jersey:** City of Camden Youth Commission, Enterprise CDC, Jersey City. Newark Apartment Improvement Program. N. J. Dept. of Corrections, Juvenile Services, Trenton. Urban League of Essex County, Newark. **•New Mexico:** South West Organizing Project, Albuquerque. Mana de Albuquerque. **•New York:** Banana Kelly, Bronx. Bedford Stuyvesant YMCA, Brooklyn. Catholic Charities, Syracuse. City Council of Rochester. Coalition for Twenty Million Dollars, 150 member agencies, NYC. Colonial Park Community Services, Inc., NYC. Eastside Improvement Society, NYC. Good Shephard Services, NYC. Henry Street Settlement, NYC. Hope Community Inc., NYC. Pratt Institute Center for Community and Environmental Development, Brooklyn. Rockland Community Action Council, Nanuet. F. and E. Roosevelt Institute, NYC. Steuben Churchpeople Against Poverty, NYC. Worker Ownership Resource Center, Elmira. Youth Action Program of the East Harlem Block Schools. **•Ohio:** Association for a Better Community, Canton. El Centro de Servicio Sociales, Lorain. United Labor Agency, Cleveland. Youngstown Youth Council. **•Oregon:** Northeast CDC, Portland. **•Pennsylvania:** Germantown Women Educational Project, Philadelphia. GRIT (Girl Renovators in Training), Philadelphia. Habitat for Humanity, Philadelphia. House of Umoja, Philadelphia. Norris Square Civic Association, Philadelphia. Northern Cambria CDC, Barnesboro. Philadelphia Youth Service Corps. Pittsburgh Jobs for Peace. Women's Community Revitalization Project, Philadelphia. **•South Carolina:** Fairfield United Action, Jenkinsville. **•Tennessee:** Chattanooga Neighborhood Enterprises, Inc. Woodland Community Land Trust, Clairfield. **•Texas:** Asociacion Pro Servicios Sociales, Laredo. Inner City CDC, Dallas. Mission Service Project, Mission. **•Utah:** Neighborhood Housing Services, Salt Lake City. **•Vermont:** Burlington Youth Employment. Spectrum Inc., Burlington. Vermont Youth Conservation Corps, Waterbury. **•Virginia:** Hispanos Unidos, Falls Church. **•Wisconsin:** Northwest Side CDC, Milwaukee. Centro de la Comunidad Unida, Milwaukee. **•Washington, D.C.:** ARCH (Action to Rehabilitate Community Housing). Council for Community-Based Development. Homelessness Information Exchange. Latin American Youth Center. NAACP Youth Caucus.


YOUTHBUILD COALITION
366 Marsh St., Belmont MA. 02178
tel. (617) 489-3400
YOUNG PEOPLE WANT REAL JOBS REBUILDING OUR COMMUNITIES

Introduction to YouthBuild

The YouthBuild movement, growing out of the Youth Action Program in East Harlem in 1988 and already extending to thirty-five states, is creating a groundswell of programs which are committed to enabling young people to rebuild their communities and take charge of their own lives. The vehicle for this is the YouthBuild program. We are building this movement by doing the following:

- providing technical assistance and extensive training to groups committed to developing YouthBuild programs
- organizing the YouthBuild Coalition to advocate for funding and to link interested groups with each other
- developing a national core of youth leaders who can share leadership of the YouthBuild Coalition
- providing training to adults in theory and method of youth leadership development as a central part of youth programing

There are currently eighty five groups in twenty four states who want to mount YouthBuild programs, twenty of which have begun pilot programs or serious planning. There are one hundred and fifty groups who have joined the Coalition. There are fifty young people from ten states in the leadership core, seven of whom are on the Steering Committee of the YouthBuild Coalition, along with seven adult leaders of local programs.

Summary of YouthBuild Program Design

In YouthBuild programs, young people with an interest in rebuilding their communities are trained in construction skills for six to eighteen months, while they rehabilitate abandoned buildings to provide affordable permanent housing for homeless or very low income people.

They attend academic classes for half of the program time, mastering basic skills and preparing for their high school equivalency diploma. Also built into the program are individual counseling, peer support groups, driver's license training, recreation, and cultural activities.

Major emphasis is placed on providing opportunities for young people to develop as leaders through making decisions affecting the program and its policies, through involvement in community life, and through leadership training.

At the end of the program, graduates obtain unsubsidized jobs in the construction industry where they earn from $5.00 to $18.00 an hour. Follow-up counseling and support groups are available. Every effort is made during the program and afterwards to include trainees in pre-apprenticeship programs so that they may gain entry into the construction-related unions.

The program is comprehensive. It works extremely well for young men who have dropped out of school, since it gives them a chance to play a profoundly useful and respected role in their community, building the most essential commodity needed by their families and neighbors: affordable housing. This restores them to the traditional role filled by young men in healthy communities. The program also works well for young women interested in non-traditional careers.

Origins and Background of YouthBuild Program

The YouthBuild program was pioneered by the Youth Action Program of the East Harlem Block Schools between 1978 and 1984. In 1984, responding to an upsurge of community support for YouthBuild, the New York City Department of Employment replicated it by funding two additional agencies. One of these, the Banana Kelly Community Improvement Association in the South Bronx, has joined the Youth Action Program in providing assistance to other groups through the national YouthBuild Coalition.

In addition, Public/Private Ventures, a national research and demonstration agency, has proven a variation of the model workable in more than a dozen cities under the name *Ventures in Community Improvement*.

Replication Process

We are providing general information, including a comprehensive implementation manual to all interested groups, and inviting all to periodic three-day training seminars.

We expect to work closely throughout the program's implementation a planned replication and technical assistance process with ten selected groups who possess a high level of commitment, organizational capacity, and philosophical agreement. We

have detailed an eleven-stage process of replication, including an evaluation component in the third and fourth years.

When funds become available, we will provide planning grants to selected strong groups.

In the current period, replication is dependent on private funds and locally-raised public-funds.

Prospects for Public Funds

The YouthBuild Act of 1990, authorizing $200 million for YouthBuild programs administered through HUD, was introduced with forty-three co-sponsors in the winter of 1990 by Congressman Major Owens of Brooklyn. Several Senators have expressed interest in introducing the bill in the Senate. The bill has the informal support of HUD. We hope to see this bill passed by 1993.

Meanwhile, the YouthBuild concept has been built into National Youth Service legislation which passed both Houses in October 1990. As a result, federal funds will very likely be appropriated by the end of 1991 ($2 million in 1991 and $5 million in 1992).

YouthBuild USA

Since the YouthBuild effort has taken off with great momentum, the Youth Action Program is incorporating YouthBuild USA as a separate national organization which will carry out the YouthBuild replication process, provide training in youth leadership development to interested youth-involving organizations, and continue ensuring that the YouthBuild Coalition has an impact on national policy affecting young people.

YOUNGSTOWN YOUTH COUNCIL
OFFICE OF THE MAYOR

CITY OF YOUNGSTOWN YOUTH COUNCIL BY-LAWS

PREAMBLE

We the youth of the City of Youngstown Youth Council do hereby committ ourselves to the goal of improving ourselves through participation in the Youth Leadership Development Program. It is our desire to join in with other citizens, civic leaders, business leaders and public servants to enhance our city's growth. Therefore, as we serve, listen to, represent and address the concerns of local youth, we shall do so with pride, respect, commitment, creativity, loyalty, and justice for all. Inturn, we reaffirm an improvement in the quality of life for young people, which shall translate into an improvement for later years of that youthful life. This we support with all our heart, mind and soul, so help us God.

ARTICLE I

Youngstown Youth Council
Office of the Mayor
26 South Phelps Street
Youngstown, Ohio 44503

Section 1. The name of this body shall be the City of Youngstown Youth Council.

Section 2. The principle office of this body shall be located at 26 South Phelps Street.

ARTICLE II

Purpose:

Section 1. The Youth Council is to serve, listen to, represent, and address the concerns of local youth in all matters.

Section 2. The Youth Council is to initiate, organize, and supervise programs and projects which shall benefit the youth of Youngstown;

ARTICLE II

Section 2. (cont.)

and advise the Mayor, City Council and other governmental agencies on all issues that affect youth; and to work with and aid in the coordination of existing youth programs in order to create better total youth programming. These programs shall be open to all youth of Youngstown.

Section 3. Members of the Youngstown Youth Council shall serve as members of Community Boards, Boards of Directors, Park and Recreation Commission, Federal Plaza and any other boards, committees, commissions, etc., set up to address the concerns and problems that the city's youthful population must face. Youth must take part in developing the resolution to problems as well as be victims of those concerns or problems. They shall be afforded the same rights granted all members serving on the boards, commissions, councils, and committees therein.

Section 4. The Youth Council shall seek training in grantsmenship to secure funds for the operation of the Youth Council and shall assist other youth oriented organizations, i.e. Boys Club, Y.M.C.A., Y.W.C.A., Jewish Community Center, Associated Neighborhood Center and shall secure funds for programs that are educational, cultural, civic and recreational.

Section 5. The Youth Council shall set aside 50% of its program funds to address the needs of minority groups in high "at-risk" areas. (minority meaning-- a group differing esp. in race, religion, or ethnic background from the majority of a population. The state or time of being under legal age.) This action is viewed as a must, for we wish to express that a lack of self help is the true problem. Our action is to encourage self help.

ARTICLE III

Youth Council Jurisdiction:

The jurisdiction of the Youngstown Youth Council shall be the youth population of Youngstown who are registered members of the Youth Council. The Council shall represent and shall be ultimately responsible to this population. (A Council District shall be a local senior high school from which five representatives are elected.)

ARTICLE IV

Membership:

Section 1. Representation: The Council shall be composed of representatives elected (or selected) from the youth population of Youngstown over which it has jurisdiction. These representatives shall be elected from each senior high school, with each school

ARTICLE IV

Section 1. (cont.)

serving as an election district and as a district of youth population for this Council. Each senior high school shall elect (in September of each year) one freshman and one at-large member from that district. Also, at-large members shall serve a one year term.

Section 2. The Mayor shall appoint four youth members to the Council, City Council shall appoint seven youth to the Council (one per City Council Member) Each youth organization that becomes a registered member of the Youngstown Youth Council shall elect or select one member from their group to serve on the Council.

Section 3. Term of office: A representative shall serve a two year term.

A) Those eligible to run for re-election must have two years of high school left or will be attending Youngstown State University for the next two years. (Able to commit to meetings according to job assignments.)

B) All other representatives shall serve a one year term and may re-apply, i.e. at-large representatives, community youth organizations college and adult appointees.

Section 4. College students and adults shall be appointed to the Council by the Mayor, City Council and Y.S.U. Board of Trustees.

A) The Mayor shall appoint three and City Council shall appoint seven. Half (5) of those chosen should be in the age range of 18-25, the other half (5) should be 26 or older.

B) The Youngstown State Board of Trustees shall appoint five (5) to the Youth Council, all should be 21 years of age or older.

C) Mayoral, Councilmatic and Trustees appointments or re-appointments shall be made once a year during the month of January.

Section 5. Classification:

A) Council Member: A person elected/appointed to the Youth Council from a city high school or by the Mayor, City Council or the Youngstown State Board of Trustees. An official Council member carries one vote in all full council meetings.

B) Associates: The Youth Council shall declare those persons in districts that are interested in the activities and procedures of the Council as associate members of the Youth Council. Associates shall have no vote in the Council and shall hold no office unless they are filling the unexpired term of a council member unable to fulfill his/her responsibilities.

ARTICLE IV

Section 5. (cont.)

C) Ex-officials: The Youth Council shall have an Advisory Board which shall include all student body presidents of a local district, who are not elected as official Council members. They shall only advise the Council.

Section 6. Removal from office and filling of vacancies:

A) Removal of Council members: Council members shall be removed automatically and permanently for the following reasons:

1. An excess of four (4) absences from regularly scheduled Youth Council meetings.
2. Failure to comply with the purpose stated in Article II.
3. Failure to carry out duties as an officer or Council member.
4. Failure to behave in a manner becoming an officer of the Youth Council.

B) Procedures for removal: Any Council member may file with the Council President any person's name for review by a Trial Board consistion of the Executive Director, three adult appointees, one youth member from each school, one college student, the President of the Youth Council and the Executive Secretary. The person filing the name shall appear before the Trial Board to discuss his/her reason for filing. The person accused shall also appear before the Trial Board to argue his/her case. The Council President shall preside over the Board; it shall take a 2/3 majority vote of the board present for removal. Any member determined to fit this description shall be notified of their status in writing by the Executive Board and will be asked to appear at a Trial Board hearing to show cause why he/she should not be removed from the Youth Council.

C) Filling Vacancies: Vacancies shall be filled by a vote of the Council persons of the district inwhich the vacancy has occurred, by the appointment where Mayoral, Council and Trustees appointments have been vacated and by vote or selection by registered youth groups that are represented on the Youth Council.

Section 7. Meetings:

A) Regular meetings: The Youth Council shall meet in general session twice a month and the Executive Board shall meet once a month in regular session.

B) Emergency Executive Board sessions may be called when the Chairman/President and three other members of the Executive Board have deemed it necessary to address a matter of extreme urgency and importance which cannot

-4-

ARTICLE IV
Section 7-B (cont.)

be delayed until the next regularly scheduled meeting of the Youth Council. In this case, the Executive Board shall also have the power to act on behalf of the Youth Council. Any further action will require a roll call, phone vote of the membership. The results of this phone poll shall be entered into the minutes of the next general meeting.

C) Local district meetings; Youth Council from school districts are encouraged to attend student council meetings to gather and/or share information, and to bring forth any concerns of the students in their district. Also, council persons should hold a caucus once a week to coordinate concerns with other council persons from their district.

D) All special meetings shall require four days mailing notice, two days phone notice.

Section 8. Dress Code:

A) The Youngstown Youth Council being the official youth representatives shall uphold a high standard of self-esteem, therefore, as an effort to exhibit that, Council members are to dress in the following manner: During a regular or special business meeting of the General Assembly, Lobby sessions or public affairs, where the Council is in the role of public official or present before other high ranking officials, Council members are to dress in business suits or shirt and tie for male members and business suits, dresses, or skirt and blouse for females. During Executive Sessions, dress should be comfortable yet, presentable. The Council executive officer shall also inform the council on dress for events as well.

ARTICLE V

Officers:

Section 1. Executive Officers: The following officers shall be elected by majority vote of the members present at a special meeting for the general membership. President, First Vice-President, Second Vice-President, Third Vice-President, Executive Secretary, Administrative Secretary and Treasurer.

A) President: The President shall not be considered a member of any particular district. He/she shall be responsible for all Council activities. He/she shall preside over meetings and Trial Board hearings. The President is responsible for keeping the Council focused on its purpose and shall be the official spokesperson/representative of the Council unless he/she designate someone else.

ARTICLE V

Section 1-A (cont.)

I. The President upon election to office shall serve a two year term, unless he/she is fulfilling an incompleted term for someone who could not fulfill his/her term.

II. The President shall appoint committee chairpersons where the By-Laws has not designated such.

III. The President shall have the authority to appoint committees, commissions, boards and panels to study special concerns or may request that committees, commissions, boards appoint or designate a sub-committee to review those concerns.

IV. The President shall assign projects to appropriate committee and may reassign such projects in his/her judgement. All youth Council officers and members are responsible to the President for the proper performance of their duties.

V. The President shall be kept informed on all issues by committee officers of all present issues.

VI. The President of the Youth Council shall be aware and knowledgeable of Parliamentary Procedures.

VII. The Youth Council President shall jointly work with the Youth Council Chief Executive Officer (Youth Council Director) in the development of Council programs, projects etc.

B) First Vice-President: Shall preside over the Council in the absence of the President.

I. The First Vice-President shall serve as the Chairman of the Membership Committee.

II. In the absence of the Council President, the First Vice-President shall assume all duties of the President. He/she shall carry out his/her duties just as the President would have done had he/she been President.

III. The First Vice-President shall become President in the event the President can no longer fulfill his/her duties due to impeachment, resignation or death.

IV. The First Vice-President shall report directly to the President. He/she shall commit his/her services to the President and shall assist the President in his efforts to meet the goals of the Council.

V. The First Vice-President should be knowledgeable of Parliamentary Procedures.

C) Second Vice-President: Shall preside over the Council in the absence of the President and First Vice-President.

ARTICLE V

Section 1-C (cont.)

I. The Second Vice-President shall serve as chairman of the Research Committee.

II. The Second Vice-President shall assume all the duties of the President. He/she shall carry out his/her duties just as if he/she were President.

III. The Second Vice-President shall become First Vice-President in the event that the President can no longer fulfill his/her duties and he/she is succeed by the First Vice-President. In the event the President and the First Vice-President can no longer fulfill their positions, the Second Vice-President shall become President of the Council and elections shall be called for by the Election Commissioner in the form of a resolution stating such a need. The Election Commissioner shall call for such election within 30 days thereafter.

D) Third Vice-President: Shall preside over the Council in the absence of the President, First Vice-President and Second Vice-President.

I. The Third Vice-President must be 26 years of age or older to encourage youth and adults creating partnerships, to address the needs of youth.

II. The Third Vice-President shall become Second Vice-President in the event the President can no longer fulfill his/her duties and he/she is succeed by the First and Second Vice-Presidents. In the event the President, First and Second Vice-Presidents can no longer fulfill their positions, the Third Vice-President shall become President of the council and elections shall be called for by the Election Commissioner in the form of a resolution stating such a need. The Election Commissioner shall call for such election within 30 days thereafter.

III. The Third Vice-President shall serve as chairman of the Auxiliary Committee.

IV. In the event that the Third Vice-President shall become President, the ranking of committees according to the Council By-Laws, shall determine how the acting First, Second, and Third Vice-Presidents shall be selected until elections can be held. This should only be done so that an organized leadership structure can be maintained.

E) Executive Secretary: Shall serve as the personal secretary to the President as well as chief of staff.

I. As chief of staff, all appointments to see the President shall be held by the Executive secretary.

ARTICLE V

Section 1-E (cont.)

II. All executive Board members shall check and turn in reports for the President over to the Executive Secretary.

III. Serve as secretary of the Executive Board. Record minutes at meetings. Provide the Administrative Secretary with minutes for distribution at general meetings.

IV. Call members during roll call, vote at meetings, roll call votes by phone during emergency sessions.

V. The Executive Secretary shall have the authority to appoint five (5) clerks to assist him/her in the day to day duties.

F) Administrative Secretary: Shall record minutes at the general sessions.

I. Administrative Secretary shall have the following duties;

1. Call or send out notices of meetings to members and school district buildings.

2. Coordinate all committee secretaries; advise them as to when committee reports are to be turned in.

II. Serve as Chairman of the Judiciary Committee.

III. The Administrative Secretary shall have the authority to appoint five (5) administrative clerks to assist him/her in the day to day duties.

G) Treasurer: Shall be responsible for all funds raised, spent or allocated to the Youth Council.

H) Standing Committees:

1. Executive Board
2. Judiciary Committee
3. Trial Board
4. Membership Committee
5. Corresponding Committee
6. Grants Committee
7. Research Committee
8. Program Committee
9. Lobby Committee
10. Cultural Committee
11. Youth and Police Relations Brd.
12. Health Commission
13. Education/Employment Review Brd.
14. Park & Recreation Commission

ARTICLE VI

Standing Committees

A) Executive Board

Section 1. The following persons shall make up the Executive Board;

BEST COPY AVAILABLE

ARTICLE VI A)

Section 1. (cont.)

The President, First Vice-President, Second Vice-President, Third Vice-President, Executive Secretary, Treasurer, three college students, two adult appointees and the Executive Director or his/her appointee.

Section 2. The Executive Board shall have the following duties:

A) Plan agenda for general sessions.

B) Coordinate and monitor activities of committees, task forces, and all special projects.

C) Ensure follow up on any action taken by the Youngstown Youth Council.

D) Draft the yearly calendar.

E) Draft the semi-annual report to the Mayor and City Council.

F) Evaluate the attendance and participation of members during their term and make appropriate reports to the Youth Council.

G) Appoint at least one of their members to serve on each youth Committee or Task Force.

Section 3. The Executive Board shall be required to hold one regular monthly meeting.

B) Judiciary Committee

Section 1. This committee shall be chared by the Administrative Secretary of the Youth Council. The Judiciary Committee shall draft proposed changes in the governing rules for Youth Council approval. They shall keep the Youth Council informed on any changes to the governing rules must be referred to the Judiciary Committee for a reading and proper wording prior to adoption.

Section 2. The Committee shall have the responsibility to resolve disputes or questions concerning the interpretation of the governing rules. The committee shall be the final arbitrator of any issues or disputes referred to it for resolution. Any member of the Youth Council shall have the right to request that the chair convene a meeting for the purpose of resolving a governing rule, issue or dispute. The Chair shall appoint four (4) youth members from the general body to serve on the committee, two (2) college students and two (2) adults. The Administrative Secretary is an automatic member and shall serve as chairman of the committee. Upon convening for the first meeting the committee shall elect a First Vice-Chairman, Second Vice-Chairman and a Secretary.

Section 3. The Judiciary Committee shall serve as the legislative committee whereas; recommendations to the Mayor, City Council and other governmental agencies inwhich changes dealing with city ordinances

ARTICLE VI B)
Section 3. (cont.)

Board policy or changes in state law, must go before said committee. (Presentation of recommendations by authors, assignment to committee, consideration by committee, reading and discussion by the General Assembly, finally, motion to accept or reject.) The Assembly may vote suspend Council rules and debate said issue and vote on recommendation(s).

Section 4. The Judiciary Committee Chairman may recommend a Sgt-at-arms who will keep order on the floor of the Assembly. The Sgt-at-arms must be approved by the Council President and then brought to the floor for approval. A majority vote in favor shall confirm or deny candidate to the position.

C) Trial Board:

Section 1. The Trial Board shall consist of the Executive Director of the Youth Council, three (3) adult members of the Youth Council, one youth from each high school, one college student, the Youth Council President and the Executive Secretary.

Section 2. The Trial Board shall review the following:

A) The attendance record. Failure to attend four (4) consecutive meetings will result in a hearing to understand the reason for such action.

B) Failure to comply with the purpose stated in Article II.

C) Failure to carry out duties as an officer or councilperson.

D) Failure to maintain manners of an officer.

D) Membership Committee: The Membership Committee shall monitor the Council membership. They shall be responsible for the filling out of Youth Council membership forms, of youth and/or youth groups who wish to become a part of the Youngstown Youth Council. The Membership Committee shall put in place a Youth Council Membership Policy Booklet and shall be the determining factor as to what groups shall serve on the Council, based on the number of seats that will be open.

Section 1. The committee shall establish how many seats the Council should declare open and the area of representation. Thereafter, the committee shall recommend approval of said formula.

Section 2. The First Vice-President of the Council shall Chair this committee. At the first meeting, the committee shall elect a First Vice-Chairman, Second Vice-Chairman and a secretary.

Section 3. The committee shall be responsible for notifying members and appropriate bodies of the appointment of new members. They shall also maintain a file on all members.

Section 4. The Membership Committee shall establish a sub-committee called the Elections Commission. The Chairman of the Membership Committee shall then appoint a Commissioner. The Commissioner shall appoint his/her staff from those serving on the Membership

ARTICLE VI D)
Section 4. (cont.)

Committee. The Election Commission shall be responsible for monitoring elections, re-elections, selection and appointment of members to the Youngstown Youth Council. The Commission shall develop a handbook which shall explain election procedures and shall be responsible for all Youth Council elections thereafter.

Section 5. The Membership Sub-Committee, the Election Commission shall upon request of the Council President present a resolution which will state the positions that will be voted on and the date inwhich said elections will take place.

E) Correspondence Committee:

Section 1. The Correspondence Committee shall be made up of three (3) adult members, two (2) college students, and six (6) Youth Council persons.

Section 2. The Correspondence Committee shall be responsible for communication with the area news media, other youth councils, and development of public speaking workshops.

Section 3. The Correspondence Committee shall also develop a proposal for a youth operated newspaper, radio show and television show, to highlight the concerns of youth and their proposed solution to the issues.

Section 4. The Press Secretary shall be an automatic member of this committee.

F) Grants Committee:

Section 1. A committee shall be established to develop grants for programs to be operated by the Youth Council.

Section 2. The Grants Committee shall secure funds to assist area youth organizations that wish to operate educational, cultural, civic and recreational oriented programs. Those funds shall be allocated in such a fashion that close attention is paid to Article II Section 5. Purpose.

Section 3. The Grants Committee shall hold ongoing workshops to train as many Councilpersons possible in the art of writing grants.

Section 4. The Grants Committee shall hold hearings, solicit expert volunteer assistance in the development of grants.

G) Budget/Controlling Board:

Section 1. A Youth Council budget shall be drafted by the planner and Youth Council treasurer. The budget shall be presented to the General Assembly no later then March First. Each committee has the right to request monies to be placed in a discretionary code that must be approved by the General Assembly and the Controlling Board.

Section 2. Budgets for each committee will be made possible when funds

BEST COPY AVAILABLE

ARTICLE VI G)
Section 2. (cont.)

are available. Therefore, each committee must have their request in no later than December 31st of each year.

Section 3. Committees, boards and commissions that fail to request monies and later desire funds must request their funds by presenting a proposal before the General Assembly. A vote will be required in favor of the proposal prior to funding by the Controlling Board. The proposal must receive 2/3 of the votes present in order to be funded.

Section 4. The Controlling Board shall consist of the following; The Youth Council Treasurer, two (2) representatives appointed by the Youth Council President, the Youth Council Director, Deputy Director, Planner, the Mayor or appointee, the Finance Director or appointee, the Chairman of the City Council Finance Committee or appointee.

Section 5. The Controlling Board shall be chaired by the Youth Council Treasurer. The board shall elect a First Vice-Chairman, Second Vice-Chairman and a Secretary.

H) Research Committee:

Section 1. The Research Committee shall study matters that require indepth study. This committee shall serve as a think tank for the Council.

Section 2. The Research Committee shall serve as the fact finding committee for the council. This committee shall undertake projects that require a somewhat long period of time before an issue can be easily resolved.

Section 3. This committee shall be chaired by the Second Vice-President of the Council.

Section 4. Upon the first meeting of the committee, a First Vice-Chairman, Second Vice-Chairman, and secretary shall be elected by the committee members.

I) Program Committee:

Section 1. The Program Committee shall coordinate time, place, date, speakers and guests, as well as the theme of programs by and for the council.

Section 2. The Program Committee shall give the President of the council an opportunity to take part in all council programs, this shall be done in direct relations to recognition of the President being the spokesperson of the council.

Section 3. The Program Committee shall work with other Youth Council members as well as Associate members who wish to assist in the development of programs through the program committee. Also, the Program Committee shall work with Youth Council staff on all projects.

ARTICLE VI I)
Section 4. (cont.)

Section 4. Upon the first meeting of the committee, a First Vice-Chairman, Second Vice-Chairman and a secretary shall be elected by the committee members.

J) Lobby Committee:

Section 1. The Lobby Committee shall lobby all city officials, business leaders and civic leaders for support of major projects, issues, and concerns of the Youth Council.

Section 2. The Lobby Committee shall take part in Public Speaking Workshops, this shall be a requirement to serve on said committee. Each committee member will be required to speak at a given function to help promote the efforts of the council.

Section 3. Members of the committee shall serve as a speakers bureau and at the request or direction of the Council President, members of this group shall speak on the behalf of the council.

Section 4. Upon the first meeting the committee shall elect a First Vice-Chairman, Second Vice-Chairman and a secretary.

K) Culture Committee:

Section 1. The Culture Committee shall promote cultural achievements of all ethnic groups. It is the duty of this committee to promote understanding among all people.

Section 2. Upon the first meeting the committee shall elect a First Vice-Chairman, Second Vice-Chairman and a secretary.

L) Youth and Police Relations Board(Y.A.P.R.B.):

Section 1. The Youth /and Police Relations Board shall serve as the link between the youth of Youngstown and law enforcement agencies of the City of Youngstown; Youngstown Police Department, Mahoning County Sheriff Department, Youngstown State University Police, and the Mahoning County Juvenile Justice Center. The committee shall work to improve communications between the groups.

Section 2. The Y.A.P.R.B. shall hold seminars, workshops and conferences on youth and law. The board shall make recommendations on changes in the laws and shall work with officials to change laws both locally and statewide. When possible, the board shall work to change laws on a national level.

Section 3. The board shall address growing concerns of youth such as gangs, drugs and youth on youth crimes, as well as others. The board shall outline programs and projects to address these concerns.

Section 4. The members of this board shall maintain a high level of confidentiality in regards to information obtained by improved lines of communication, in regards to crimes committed by youth and adults that effect youth.

ARTICLE VI L)
Section 5. (cont.)

Section 5. Upon the first meeting of the Y.A.P.R.B., the board members shall elect an adult First Vice-Chairman, Second Vice-Chairman and a secretary. The Chairman of the Board will be appointed by the Youth Council President.

M) Education/Youth Employment Review Board:

Section 1. The Education/Youth Employment Review Board(E.Y.E. Review Board) shall hold ongoing examinations of the Educational and Employment process which effect youth.

Section 2. The board shall work with existing agencies to steer youth in need of educational and employment services to those agencies that can best serve them.

Section 3. The board shall conduct seminars, workshops and conferences within schools, centers, etc., where youth tend to gather in large numbers. The board shall also recruit youth for training programs, therefore, the committee shall become knowledgeable of area, state and national training programs that will best service the youthful community.

Section 4. The board chairman shall appoint two (2) youth members per school system to attend Boards of Education meetings tow report back to the board on matters that will effect youth. The committee shall report to the general body of the council all matters which have been placed in order of priority for the council to address and/or work to resolve.

Section 5. The board shall make recommendations to the Youth Council to forward to the prospective agency regards to the matter being considered.

Section 6. The board shall elect a First Vice-Chairman, Second Vice-Chairman and a secretary upon the first meeting.

ARTICLE VII

Boards, Committees, Commissions, Panels:

Section 1. All boards, committees, commissions and panels must hold quarterly retreats per request of the Council President and Youth Council director. Retreats will be held to allow for extensive planning sessions, evaluation and collaboration on projects, program issues and other council business. Also, it is to be used as a training session for those who serve on said boards, committees, commissions and panels. The Youth Council staff shall be responsible for location and providing materials, speakers, etc., for such functions upon written request of said chairperson and signature of the Council President.

Section 2. The boards, committees, commissions and panels shall have

ARTICLE VII

Section 2. (cont.)

adults serving as members who shall be equal to youth members but, they shall also be given respect in regards to the knowledge and experience that they have volunteered to share with the youth. Therefore, let it be known that the objective of adults and youth serving together is an attempt to create a partnership and not create classes among adults and youth.

Section 3. Where the By-Laws of the council do not state who shall serve as chairman, the Youth Council President shall select the chairman of said board, committee, commission and panel. Upon the first meeting the said board, committee, commission and panel shall elect officers who will be held responsible for the functioning of said board, committee, commission and panel.

ARTICLE VIII

Staff:

Section 1. The Youth Council shall have an administrative staff to conduct day to day business on behalf of the Youth Council.

Section 2. The staff shall consist of and Executive Director, Deputy Director/Program Coordinator, Planner/Researcher, Youth Coordinator and a secretary.

Section 3. An Internship Program shall be established when funds become available. The positions shall be related first to programs within city government; second, education and public service and third, business. The staff shall be responsible for development of said program.

Section 4. The Mayor shall appoint the Youth Council Director. The Director shall serve until such time he is no longer able to fulfill his/her duties. Upon such time, the director shall make a recommendation to the Mayor and the Youth Council as to who shall succeed him/her.

Section 5. The Director of the council shall interview candidates for the position of Deputy Director/Program Coordinator, Planner/ Researcher, Youth Coordinator and Secretary. He shall then reserve the right to select his staff.

Section 6. The Youth Council administrative staff shall be paid from funds granted, donated or haired to the Youth Council.

A) Federal grants
B) State grants
C) Public donations
D) Private donations
E) Foundations
F) Industrial

Section 7. An account shall be established for travel which will allow staff and a number of Councilpersons the necessary opportunity

41-187 0 - 91 - 5

ARTICLE VIII

Section 7. (cont.)

to travel to other Youth Council projects, conferences, etc., to view programs already in operation, also to encourage creative development for the Youngstown Youth Council.

ARTICLE IX

General Provisions:

Section 1. Quorum: In order to carry out formal business, the council must have a quorum present. A quorum shall consist of a majority of the membership of the group that is meeting. A quorum may be obtained by recognizing proxy votes, but persons relinquishing votes must indicate so in writing to the chairman.

Section 2. Parliamentary Authority: The rules contained in "Roberts Rules of Order" shall govern the Youth Council to which they are applicable and in which they are not inconsistent with the By-Laws or the special laws at order of the Youth Council.

Section 3. Fiscal year: Past council members shall relinquish all power and responsibility by the end of their school year with new members taking over at that time.

Section 4. Amendments: These By-Laws may be amended at any regular meeting of the Youngstown Youth Council, only if a written copy of the proposed amendment change is sent, ten days in advance to all members of the council for review, then at the next regular meeting 2/3 vote in favor of the proposed amendment shall be required.

Adopted___/___/___

Revised 8 / 1 / 88

BEST COPY AVAILABLE

Detailed Description of the YouthBuild Program

YouthBuild prepares young people who have dropped out of school for careers in construction by employing them as trainees in actual rehabilitation of vacant, abandoned buildings into housing for low-income and homeless people. During the program the young people alternate on-site weeks of supervised construction work with off-site academic and job skills training and counseling. The program is embedded in a context of leadership development and youth governance.

At the conclusion of the contract, the trainees are placed in construction-related jobs. The rehabilitated housing is owned and managed by the community-based organization as permanent low-income housing.

The Thirteen Program Components

Overall, the program for the young people enrolled in YouthBuild will consist of the following distinct components:

1) Worksite training on a closely supervised construction site with high standards of teamwork and productivity, with a ratio of no more than seven young people per supervisor.

2) Cognitive skills development aimed at preparing students for the high school equivalency (GED) examination, with the understanding that for many students basic literacy must precede intensive preparation for the GED exam. Cultural history and current events are also part of the academic curriculum.

3) Counseling to assist trainees in handling critical life needs that might otherwise interfere with achievements #1 and #2 above. Linking young people with other community resources as appropriate to assist with problems related to health, housing, child care, family, or legal emergencies will be a part of the counseling process, but direct personal counseling from program staff will be available for all trainees.

4) Referral to appropriate other resources for drug addiction or psychiatric problems.

5) Classroom training in construction terminology and concepts.

6) Driver's education to obtain a driver's license, increasing employability in the construction field.

7) Individual and peer counseling to reflect on life goals, use of money, personal relationships, drugs, and values.

8) Leadership opportunities to develop decision-making, speaking, group facilitation, and negotiating skills, especially through a youth advisory committee with real decision-making input within the program, but also including activities in the community through which young people can have a positive effect on public policy affecting youth.

9) Participation in cultural events and program enhancements that add fun and closeness to the program, such as sports, plays, weekend retreats, and trips.

10) Pre-employment training focused in job-seeking skills and general preparation for handling oneself responsibly in the "world of work."

11) Coordination and integration into pre-apprentice and apprenticeship programs, as possible.

12) Placement in unsubsidized jobs.

13) Follow-up counseling and support groups for young people placed in unsubsidized jobs.

Program Qualities

Program "components" is one way of getting an overview of the YouthBuild program. Another way, equally valuable, is to look at the qualities of the program which must be inherent in all components for them to create a meaningful and integrated whole.

Our way of determining these qualities is to analyze the form of consistent mistreatment the young people in our program have experienced, and chart a course which is directly opposite to the past experiences. Our young people have lived in relative poverty and powerlessness in an affluent society which values

wealth and power, and which has given them little respect, little opportunity, little of importance to do, and has not cared enough to protect them from the temptations of drugs, from the physical decay of their environment, from the breakdown of their families and overwork of their parents, and even from homelessness and hunger.

To succeed to the maximum extent, a program must dramatically reverse this past experience. It should bear no resemblance to the institutions and attitudes that have so far disappointed and hurt our young people.

It must, therefore, include the following positive elements:

- Profound respect for their intelligence.
- Power for them over their immediate environment.
- Protection, as much as possible, from disaster, or at least the support necessary to survive it.
- Meaningful and important work.
- Real, patient caring for their development.
- Actual teaching of skills.
- Consistently positive values.
- Family-like support and appreciation from peers and adults.
- High standards and expectations.
- Understanding of the proud and unique history of their people.
- Heightened awareness of the present day world and their important place in it.
- A path to future opportunity.
- Real concern and action from the agency about changing the conditions that have affected them and the people they love.❖

1

NOTES TOWARD A NATIONAL YOUTH POLICY
by Dorothy Stoneman, 1989

There has been some discussion among advocates for youth services about whether lack of resources or lack of knowledge or lack of will is the key factor explaining the lack of a comprehensive and effective system of youth services in the United States.

Of course, once they are listed, it appears evident that we have a terrible combination of all three shortages.

However, I believe the conceptual problem is a greater obstacle than the resource problem. If adequate resources were available to build a comprehensive system of youth-serving programs, given the current emphasis on youth deviance as the motivation for funding programs, and the current lack of understanding of what is needed by young people in low income communities, the system built would likely fail as badly as the public schools have failed in the recent period.

The public schools have less resource problem than most human services: they have stable funding, trained staff, public support, and a comprehensive system developed by professionals over nearly two centuries. They have, nonetheless, failed poor children.

The issue of the public schools is important in any discussion of a system of youth services because one major obstacle to running a good youth program is the failure of the public schools.

Even when a director of a youth program succeeds in raising enough funds, attracting and holding a committed and talented staff, training them, and providing the young people with thrilling opportunities to develop themselves in a context of community service and ethical values, what he or she runs smack up against is the fact that the young people have not been educated and will not succeed in the world unless the youth program itself corrects the academic deficiencies, and sometimes the attitudes, left over from the school system's failure.

As a result, a comprehensive youth program must include a high school equivalency program, an alternative high school, a tutoring program, an education coordinator who acts as advocate for students within the schools, and an organizer of student governments to try to improve the schools. This is an absurd situation. More than any other single thing, it is demoralizing to staff in the youth program.

Furthermore, it is the very failure of the public school system which creates the urgent need for youth programs in poor communities. It is, therefore, time that those of us who have devoted ourselves to building good youth programs outside the public schools stop ignoring the central problem of the schools' failure. A comprehensive system of youth development must include all the central institutions devoted to young people.

Of course, it might equally well be said that there is another

fundamental institution whose failure creates an obstacle for the school system, and for the young people: namely, the family. This is also true, and requires its own thoroughgoing analysis, at least part of which will include the fact that the failure of the educational system is preventing large numbers of young people from being prepared for a successful economic life, and they therefore cannot support their families and their children. But regardless of the full analysis of the difficulties of family life, the inter-relationships between the institutions within a community must be considered. A drastic system of community rehabilitation is needed. A major shake-up is called for, in which the hierarchy of power and the decision-making roles are re-shuffled, enlisting the best energies and intelligence of the community people who have most to gain by improvements in local institutions, and who have suffered most from the misunderstandings of the powers-that-be.

One of these misunderstandings, is, indeed, the idea that the purpose of youth programs should be to correct youth deviancy. In this mind-set the young people are seen as the problem to be solved, the people with character disorders and moral weaknesses, the failures who have dropped out of the mainstream and need to be re-directed and guided back through remedial rescues. Of course, a view that sees the young people as the problem tends not to inspire broad support within our political system, because the majority of people don't really believe in spending resources to help deviants. Neither does this mindset - that the morally or intellectually inferior young people are the problem - inspire the devoted participation of the young people themselves.

Another of the misconceptions is the idea that government should fund programs which are targeted to eliminate a particular "deficit" in a particular population group and thereby prepare the young person to enter the mainstream. For example, a six month training program is supposed to reclaim a 20 year old from six years of street life, correct his academic and attitudinal problems, and send him on his way, gainfully and permanently employed by the private sector.

Short-term interventions can not succeed in correcting the lack of a cohesive and continuous set of relationships and opportunities that guide the younger generation into a productive role in a welcoming community.

Youth programs must be longterm, available throughout the adolescence and pre-adolescence of the neighborhood's youth, and must themselves create ethical communities of support, opportunity, challenge, and productive involvement in the world.

The underlying issues, are, of course, the issues of class and race. It is the issue of two Americas. In general, the people who are making policy governing the funding and availability of youth programs are middle and upper middle class white people who are raising their children in attractive, well-organized, well-funded communities whose public schools are adequate, whose recreational programs are

BEST COPY AVAILABLE

impressive, whose churches are replete with youth groups and junior choirs, whose unemployment rate is low, whose drug and alcohol problem is behind closed doors, and whose opportunity structure is visible and intact. No wonder that they imagine youth programs to be peripheral, problem-solving, picking up the pieces with those few young people who couldn't make it in the mainstream and who need special treatment or opportunities.

They understandably do not realize that the situation is reversed in most poor communities. The mainstream isn't working. The central institutions, more than they provide opportunities, play an oppressive role, or are under such duress themselves that they can barely function. The parents and the teachers are struggling against insuperable odds, trying to hold their families and classrooms together under the cumulative pressure of poverty, hopelessness, violence, the drug industry, racism, and lack of education and resources.

It therefore falls to the youth program to develop a system of opportunities and support, a mini-community that can be "like a family" and can supplement the school system and the employment system enough to compete with the addictive chaos of the street and the tight organization of the drug industry with its highly accessible system of opportunities.

We need to replace the concept of the "deviant individual" with the concept of the "oppressed community". This goes against the grain of our society, which resists seeing "oppression" anywhere in this land of opportunity. But it will be most helpful to face this reality and begin to deal with it. It is not that particular individuals have failed and need help; it is that whole communities are under such pressure that only the exceptional people succeed. The majority of people in oppressed communities need new systems of opportunity and support that compensate for the absence of adequate systems.

They also need programs which are consciously designed to counteract the particular forms of oppression which have affected the young people. Thoughtful professionals need to analyze the nature of the mistreatment received by young people in the oppressed community, and then chart a course which is diametrically opposed to the past mistreatment. To do that here, let's look at the mistreatment.

Young people in oppressed communities have lived in relative poverty and powerlessness in an affluent society which values wealth and power, and which has given them little respect, little opportunity, little of importance to do, and has not cared enough to protect them from the temptations of drugs, from the physical decay of their environment, from the breakdown of their families and overwork of their parents, and even from homelessness and hunger.

To succeed to the maximum extent, a program must dramatically reverse this past experience. It should bear no resemblance to the institutions and attitudes that have so far disappointed and hurt our young people.

We must, in designing youth programs, chart a course which is so different from the past hurts that the program will free up the young people's best energy, intelligence, trust, and hope, and engage them in the process of taking charge of their own lives and contributing to their communities.

The programs must, therefore, include the following positive elements, in contrast to the past experience of the young people:

-profound respect for their intelligence;
-power for them over their immediate environment;
-protection from disaster;
-meaningful and important work;
-real, patient caring for their development;
-very high standards and expectations;
-actual teaching of skills;
-consistently positive values;
-family-like support and appreciation from peers and adults;
-understanding of the proud and unique history of their people;
-heightened awareness of the present-day world and their important place in it;
-a path to future opportunity;
-real concern and action from the agency about changing the conditions that have affected them and the people they love.

If the combination of our school system and employment system included all of these elements it would not be failing.

These elements also go a long way to eliminating the problem of attracting and retaining competent staff in the youth programs. Adult staff need to be inspired by the vision and mission of the youth program as much as the young people do. When there is real concern and action from the youth agency about changing conditions in the community, and when young people are truly respected and engaged in meaningful work while being developed as leaders who expect to have power over their immediate environment, adult staff begin to get real satisfaction from their own participation.

For example, let me briefly describe a successful project of the Youth Action Program of the East Harlem Block Schools.

Young people who have dropped out of school are invited to join an employment training program. They attend school half time and work on a construction site the other half, receiving close supervision and training, plus a wage for their work. At the construction site they rehabilitate an abandoned building, creating the most valuable commodity in their community: permanent housing for homeless and low

income people. At the school they do their academic work in small groups, with individual attention, and have access to counseling, recreation, weekend retreats, and peer support groups. They participate in a governing council which makes on-going decisions about the program, in weekly consultation with the director. Avenues for broader participation in community life are consistently opened, along with future job opportunities.

This program works to inspire and reclaim young adults from active street life. It includes all the essential elements.

The fact that program operators sometimes hit upon a program design like this one which does counteract past mistreatment and therefore works, tends to create a kind of single-issue focus among advocates, who eagerly try to get at least enough resources to replicate one successful model.

Given the current political reality, the best way leaders in the youth field have found to increase the resources available to youth programs is to fashion programs which work, and then persuade the legislators that more such programs should be funded. We can't wait for the illusive national policy supporting comprehensive youth development. We have had to take what we know works, and form coalitions which can sell it to the public right now. If we create a confusing geography of funding streams going this way and that, then so be it. At least there will be funding streams for what we have proven viable, and at least there will not be a huge bureaucracy which sops up billions of dollars and fails anyway because it doesn't understand the difference between an oppressed community and a deviant or inadequate individual.

This single issue advocacy doesn't do much, however, to solve the overall lack of understanding, will, and resources for a comprehensive youth development policy.

But before we get to a comprehensive policy, I believe there is another significant concept which the majority of youth-serving institutions do not understand. This is the concept of "adultism". It refers to all the attitudes and behaviors which flow from the idea that adults are superior to young people and have the right to control, direct, punish, reward, and deprive young people as the adults decide is appropriate. This rather far-reaching disrespect of young people makes it difficult for schools, parents, and youth programs to engage the young people. It is shocking how little respect we show for the intelligence, insight, and judgment of young people. This lack of respect is one of the major barriers to creating effective youth programs, and effective schools.

The training of adults in how to give real respect, is one of the central training needs for youth workers. Until it is understood, training is likely to be about how to give "services" to "clients". The training should, instead, emphasize how to organize groups to take responsibility for their surroundings, while helping members of the

group simultaneously take responsibility for their individual lives.

Implicit in this is the necessity of our youth programs putting emphasis on leadership development and community service. If the purpose of youth programming is to develop ethical, skilled, unselfish, and committed leadership for our communities and nation, the content and results are very different from what is produced by programs whose purpose is to reclaim deviants. Of course, the approach, since it assumes the young people have enormous value, itself counteracts past mistreatment and thereby provides a basis for engaging alienated young people.

A comprehensive system of youth programming ought to emphasize leadership development and community service for the following reasons:

1) Every youth program and school would itself be improved if governed with real input from young people.

2) Leadership can engage young people intensely and deeply, liberating their best energies.

3) Real decision-making responsibility can heal the two deepest wounds of our young people:

-low self-esteem due to consistent invalidation of their intelligence;

-feelings of powerlessness, and its companion anger, due to being raised in a thoroughly adult-dominated world, which has not listened to the ideas of the young people.

4) the society needs more ethical and effective leaders at every level.

Recommendations:

Despite the fact that there is much work to do on the conceptual misunderstandings imbedded in our current policies and programs, it is still important that we begin to sketch out the real meat of what might be a comprehensive policy. Too often we decry the absence of national policy, and call for commissions to develop policy, while we continue to pursue to the best of our ability various important single-issue policies.

Below are a set of recommendations which could serve as a draft set of goals for national policy. If implemented, I believe these would, as a set, make a qualitative difference in the relationship of young people to society in the United States. They would also require massive and coordinated funding.

1) A system of community service opportunities in every neighborhood, starting in third grade and going through age 21, with many projects initiated and governed by teen-agers, with exchange and communication between different communities, and an extensive system of awards in every community, county, city, state, and nationally. As much attention and prestige should be available for outstanding community service as for outstanding athletic or musical performance. The media should saturate the airwaves with videos of young people improving their environment and caring for people. These community service programs should, in most cases, be run by community based agencies.

2) A "second-chance" system of guaranteed job training opportunities for all young people who drop out of high school. These job training opportunities should be varied, appropriate to the current job market, and accompanied by intensive academic remediation, counseling, leadership development, job placement assistance, recreation and cultural opportunities. This should be associated with an overhaul of the vocational education system. Such a system of entitlement exists in Sweden, Germany, England, and other European countries.

3) A national campaign to employ youth in a highly visible effort to tackle the most glaring problem(s) of our society, demonstrating their important role as productive citizens. Currently, the best approach would be an aggressive national campaign to employ and educate young people in the rehabilitation and construction of affordable housing for homeless people. The focus might be different in different decades. In underdeveloped countries youth involvement in massive literacy campaigns has played a similar role. During the Depression youth involvement in the conservation corps was similar; under Kennedy, the Peace Corps provided the inspiration and symbolism, although it was designed for upper middle class college graduates. What we need in this decade is a visible, productive, dramatic role for inner city Black and Latin young people; thus my recommendation for rebuilding abandoned government-owned property to provide housing for homeless people.

4) A revamping of the public schools in oppressed communities through a process of giving support to alternative schools within the public school system. The monolithic and failing public school system needs to be challenged internally to liberate the creative energies of its best educators. This has worked in East Harlem, New York, under the guidance of Anthony Alvarado, who as Superintendant gave free reign to exceptional teachers to create their own innovative junior high schools within the existing school buildings, and then allowed students and parents to choose which one they would attend. The results were excellent.

5) Retraining of public school teachers and restructuring of public schoolsin oppressed communities to put responsibility for results squarely on the professionals, and to put the methods of

setting high expectations, demonstrating real caring, and building real relationships with students front and center in pedagogical theory.

6) Access by all low income students to individual tutoring and mentoring services available through the school or through community based organizations. Individual tutoring and small group instruction systematically offered within the schools to all students who fall behind more than one and a half grade levels.

7) A well publicized guarantee of scholarship support for every low income student whose academic success entitles him or her to go to college.

8) Institutionalization, in all colleges and graduate schools of education and social work, of courses focused on understanding oppression and adultism; on practices of leadership development, empowerment, and community organizing; on cultural and racial history and communication.

9) Establishment of a one-year Masters degree program at several universities focused on youthwork and management of community based organizations. Emphasis in these programs on leadership development as the theme and purpose, with social services and education organized around this central thrust.

10) Extensive programs of cultural and community exchange, bringing young people together in community service programs, travel, and thoughtful exchange, internationally as well as nationally. Programs like the Children of War Tour, Experiment in International Living, Crossroads Africa, American Friends Service Committee, and others should be publicized, funded, and made broadly available. Local exchanges between communities should be fostered.

11) Extensive organization of team sports and of music instruction in every community, using the public schools' facilities, starting in third grade and up through high school, engaging all young people who want to participate in intracommunity and intercommunity tournaments and concerts.

12) A Community Hotline in every town or neighborhood which young people can call or visit if they want to discuss confidential problems. It should be outside of the school. A little booklet should be routinely distributed the first day of school, and at other entry points in churches and youth programs, starting when the children are seven years old. The booklet should invite people to use the Community Hotline if they have problems with family, friends, child abuse, drugs, alcohol, suicide, sex, phobias, over-eating, loneliness, or depression. The problems should be sensitively described, with pictures. Local media should publicize it. Counselors and therapists should be available to meet the demand.

13) All of the above programs should be implemented with significant youth involvement in the design, governance, systems of

evaluation and accountability, staff selection, and long-range planning. This should be done both as leadership development for the youth, and as a method of insuring that the programs truly serve the needs and aspirations of the young people. This would, incidentally, help solve staffing problems longterm by insuring that many young people aspired to be youthworkers and teachers when they grew up.

In Conclusion:

The above recommendations could be discussed, expanded, and budgeted by a gathering of national advocates, including young people. The results could be set forth as a document for future action by funders, advocates, and legislators. If we are to get beyond single-issue advocacy, we will need a substantial group to think and act toward an overall vision.

Most comprehensive community-based youth programs, operating in isolation and with autonomous planning, find themselves responding to local conditions by trying to create the above 13 program components, or sume sub-set of them, independently, from scratch, filling the gaps left by our crumbling communities, schools, vocational schools, families, and employment system. This is another absurd situation.

Of course, if we must do it, as we have been, then increased funding for those of us so engaged is the first requirement. But perhaps we can at the same time work together to create a more rational situation.

In fact, many of the above objectives are already in the works, to one extent or another, on some advocate's or legislator's drawing board. But this is occurring as a piecemeal approach, oftentimes in funding competition with one another.

Even if in political practice we must proceed one item at a time, it would be better if a critical mass of advocates could agree on an over-all set of goals which would serve as a vision toward which we would be moving.

The Boston Globe

THURSDAY, DECEMBER 6, 1990

Crack house project means a rehab for ex-offenders

By David Arnold
GLOBE STAFF

Thirty high school dropouts who are no strangers to local drug dealers and police stood yesterday on the steps of a former crack house in Dorchester to prove that good guys can win.

They had already proven it to themselves, the mission yesterday, during an event that sometimes seemed like a football rally, was to let the city know.

The young adults are members of YouthBuild Boston, a three-month old program fashioned after a New York City model that for more than a decade has been combining high school equivalency education with on-the-job experience in the building trades.

The participants describe themselves as former drug addicts and thieves who used to feel the worst part of their day was waking up. Now they get so excited by work and school that some of them forget to take their allotted once-a-month personal day.

The occasion yesterday was the official groundbreaking for a $68,000 rehabilitation of a dwelling known to neighbors and police as a drug dealer's den. The former owner was evicted last summer. In about nine months, the dwelling is slated to become affordable housing.

Mayor Flynn praised the men and women of YouthBuild as "the real heroes of the city." State Rep. Nelson Merced (D-Dorchester) added how important it would be for the building trades to be waiting with jobs when these trainees "graduate" next summer. But City Councilor at Large Rosaria Salerno may have best encouraged the moment when she stressed "Everything about this is us, us right."

"These kids have started saving lives by saving their own lives," Salerno said.

The 30 participants, who signed contracts pledging drug free employment Sept. 17, work in teams of 15 and alternate weekly between two routines. Half the group attends high school equivalency classes in the basement of the First Church of Roxbury, the YouthBuild Boston headquarters, while the other half renovates the Neela Street property, located near Fields Corner. Then the teams switch.

One of the team is Melodie Brimage, 24, of Dorchester. Not long ago, she said, she was homeless, addicted to cocaine, a single mother living in welfare hotels with five children – one child in the hospital, just hit by a car – and a sixth about to be born.

"This is the first time in my life I remember having good times," Brimage explained from under a blue hard hat, an arsenal of tools dangling from her carpenter's belt.

Melodie Brimage describes the YouthBuild project on Neela Street yesterday during a gathering attended by Mayor Flynn and many of her coworkers.

YouthBuild's roots extend to Manhattan and the Youth Action Program of East Harlem. Now in its 11th year, the Youth Action Program has been supported for several years by the Ford Foundation.

"It has been extraordinarily successful because, in part, the program is based on the idea that young people really want and need the opportunity to demonstrate themselves," Dr. Robert Curvin, director of the Ford Foundation's Urban Poverty Program, explained by telephone. YouthBuild Boston is the first offspring of the East Harlem program.

The Neela Street renovation is partly funded with a $50,000 federal grant administered by the city's Public Facilities Rental Development Program. The building owner is Reverend Companies, a Boston based development firm whose work has included the rehabilitation of [illegible] abandoned structures into affordable housing, according to Reverend principal Caleb Chapp. Chapp hopes the upon completion, 11 Neela St. can be rented to tenants who eventually will have the option to buy.

David Logan, a licensed contractor, is directing the work. Howard Rashid Jones, a member of the YouthBuild team, wants to be a contractor.

Jones is a 19-year-old Cambridge resident whose past, she said, included lying, stealing and drug dealing.

Today she is working for Logan and YouthBuild. And tomorrow?

"I'm not going to be working for a company," she answered matter-of-factly. "Tomorrow I'm going to be running a company."

YouthBuild workers renovate a former crack house in Dorchester. From drug paraphernalia to fresh lighting.

SAVING A NEIGHBORHOOD

Former "crack" house is being renovated into family housing

By Matt Carroll
GLOBE STAFF

Turning a Dorchester "crack house" into affordable housing is the goal. Getting there is the challenge. But working hard at it are three groups: administrators of a new youth program, city officials and a private developer. If all goes as planned, three families will move into the house at 11 Hazle St. this spring, less than a year after the last drug users were evicted from the three-decker near Fields Corner.

Home of the Week

Instead of smashed windows, gaping holes in the walls and drug paraphernalia strewn everywhere, the apartments will feature track lighting, European-style kitchen cabinets and gleaming hardwood floors.

Neighbors who live near the battered house on the narrow one-way street off Dorchester Avenue will applaud that a long-time eyesore and trouble spot has been fixed up.

Turning a festering sore into a shining point of pride has taken enormous effort. It started in October with the formation of YouthBuild Boston, an organization founded to help unemployed and unskilled young adults earn their high school diploma and learn a trade over the course of a year.

YouthBuild wanted a construction project that its 30 young men and women could tackle. Developer Caleb C. Clapp, a principal with Boston-based Renwood Cos., had bought 11 Hazle St. and planned to turn it into low-cost housing.

The city's Public Facilities Department, acting as matchmaker, brought the two together. So far, everyone is pleased.

"We were very eager to work, and [Clapp] has been great," said Jackie M. Gelb, executive director of YouthBuild, which is in Roxbury.

Clapp returned the compliment. "They do nice quality work," he said. "They're not speed demons, but they maintain a reasonable pace . . . what I anticipated."

The YouthBuild workers are tearing the building down to

HOME OF THE WEEK, Page A32

Former 'crack' house renovated into housing

■ HOME OF THE WEEK

Continued from Page A25

the studs. With guidance from union workers and a project supervisor, they are learning construction techniques.

Clapp bought the foreclosed building for $60,000 from Shawmut Bank in July, which wanted to see the house converted to low-cost housing. The rehab is expected to cost $235,000, which includes $50,000 kicked in by Public Facilities, part of a federal grant.

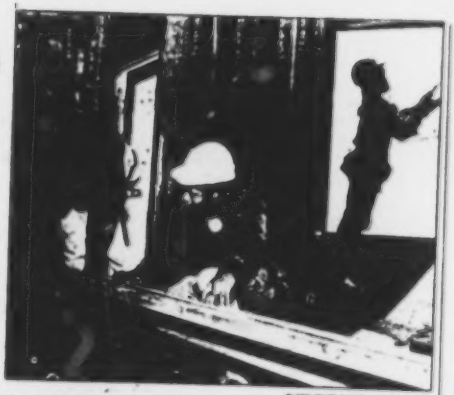
Right now, the building is filled with the smell of mast and dust and the clamor of generators and banging of hammers. But Clapp, who said he has renovated about 75 units of low-income housing in the last three years, expects that will change quickly.

By April, he hopes the one two-bedroom and two three-bedroom apartments will be finished. The dishwashers will be installed, the kitchens and bathrooms tiled, and the white laminate kitchen cabinets installed.

The apartments, which measure about 1,200 to 1,400 square feet, then will be ready. Exactly who will move in, and on what terms, has not been decided. Clapp said he hopes to work with groups such as the Fields Corner Community Development Corp. and others in picking the families.

He also wants to turn the building into a limited equity cooperative in which residents would own shares in the building, rather than own their own apartment, as is the case with condos. The selling price would be restricted, allowed to increase a small percentage each year, not only to prevent speculation by investors looking to make a fast profit, but also so that future low- and moderate-income buyers still could afford to buy in.

The details have not been worked out, and Clapp is not sure if the plan will pan out. If it doesn't, his company will rent the units, most likely to people receiving rental assistance.



GLOBE STAFF PHOTO / JOHN TLUMACKI

Joseph M. Willis measures a board, helped by Edson Augusto, as Rosebell L. Jones works on a window at 11 Hecla St.

Clapp will recoup his investment from rental income or, if it is turned into a cooperative, from a development fee paid when the building is sold. Under the coop arrangement, if all goes according to plan, he could make a profit of $20,000 to $50,000.

Even if the coop plan fails, Clapp wins high marks for his effort from Henry S.G. Hardy, manager of the Public Facilities Department's rental development program.

"Most developers don't even try to do that. It's too hard," he said about Clapp's plan to form a limited equity coop. "He didn't need to do that. It's very much above and beyond the call of duty .... To go one step beyond is ambitious of him, and a good thing."

'I was on the street when I heard about this program, and I jumped right on it.'

VICTOR O. BORGES
Dorchester

YouthBuild, funded by the city and private groups and companies, employs young adults from 17-24, primarily from Dorchester and Roxbury. The 30 participants are split into two groups; while one group spends a week studying to earn their high school equivalency diploma, the other is working on the site. Every week, they switch places. They are paid $5 an hour while on the site, and a $50 weekly stipend while in school by YouthBuild. The program originated in New York.

"I think it's a good program," said program participant Joseph M. Willis, 23, who lives in the South End. "It's given me an opportunity to get a [high school equivalency diploma] and learn a trade."

"I was on the street when I heard about this program, and I jumped right on it," said Victor O. Borges, 17, of Dorchester, who also works in the program. "It gives people a lot of responsibility to work on a construction job."

Borges, out of school for several years, hopes to attend college after finishing the program.

"YouthBuild is based on the idea that young adults have a lot to offer the community if they are asked and offered a leadership role," said executive director Gelb. And the program has a lot to offer, too, she said. "In Boston, we have all these abandoned buildings that need to be renovated, and we have all these people with nothing to do. Let's put them together."

YouthBuild rebuilds community

Devanya N. Hawes

Boston, MA

YouthBuild Boston is giving high school dropouts a chance to earn their diplomas and pick up some construction skills along the way.

The new effort is modeled on an East Harlem, N.Y., program that trains teenagers to renovate buildings. YouthBuild has opened its doors to unemployed young people who want to rebuild their community.

The program, which targets affordable housing, has drawn most of its participants from Greater Roxbury.

"This is an opportunity for young people to be leaders in rebuilding the community," said YouthBuild Boston Executive Director Jackie Gelb.

Teens who have dealt drugs, been in gangs and in jail have come in looking for more skills or just a way to stay out of trouble, said Gelb.

"There was just a lot of pain and basic things that shouldn't be in a young person's life," Gelb said, noting that many of the applicants talked about dropping out of school because teachers had no expectations for them.

"The young people are coming. The diversity of people we've seen covers so many areas," added Pat Riddick, assistant director.

"We've interviewed over 80 applicants and had over 112 young people who came looking for information (about the program that has only 28 slots)," said Riddick.

Those numbers, Riddick said, indicate the need for other youth-directed programs that help disadvantaged youngsters build needed skills.

"YouthBuild is a construction training program but we are here to build potential. We're here to help them take a step beyond (construction) if they want to," Riddick said.

The 10-month program, comprising people age 17 to 24, teaches participants carpentry skills and assists them in getting a GED.

Youngsters, who must participate on a full-time basis, alternate weekly between on-site construction and classes.

The participants earn a stipend for the time spent in class and are paid $5 per hour for the construction work, with the opportunity for raises every two months and bonuses for perfect attendance.

David Lopes, the construction manager, said that the program will act as the general contractor for the rehabilitation of an Urban Edge-owned three-family house at 182 Washington St. in Dorchester.

"We will have two union journeymen on staff and the students will be there as the labor force. They will do sheet rocking, carpentry and install windows and doors," said Lopes.

The licensed trades, said Lopes, will be subcontracted out but each sub-contractor will be required to teach some of the youths about the processes of electrical wiring, plumbing, roofing or foundation masonry.

"We're going to be giving them a good sense of what it means to be a good laborer," said Lopes.

117

YouthBuild Boston staffers Jackie Gelb, Pat Riddick and David Lopes are confident that the construction training/education program will allow teenagers to rebuild their community and develop their potential. (Stan Ward photo)

142

BEST COPY AVAILABLE

The CHAIRMAN. Emmanuel, I have just a few questions. I understand you were involved in what would be perceived as gang activity at one time, and involved in other kinds of illicit behavior?

Mr. MOORE. Yes, I was involved in a gang for 3 years, I was a drug dealer, a gang member, and other sorts of stuff similar to that.

The CHAIRMAN. OK. And then at some time you decided to get out of the gang, as I understand; is that right?

Mr. MOORE. Yes. I wanted to get out of the gang.

The CHAIRMAN. And how did you get into the YouthBuild program?

Mr. MOORE. Well, 1 day I just sat down with my mother, and I had thought there was no love there for me, but I had a talk with my mother, and she said that she really did care for me; I had thought nobody cared for me and my family. So she told me that times are hard now. You've got to realize that she raised 13 of us, and I am the baby of the family, and she didn't want anything to happen to me. I've been shot three times, and she said three times, you're out; next time, I would be six feet under.

So I decided that I didn't want to go that way anymore.

The CHAIRMAN. And so you got involved in this program?

Mr. MOORE. Yes, I got involved with the YouthBuild program.

The CHAIRMAN. How did you hear about it?

Mr. MOORE. My sister was looking in the ads, and she told me she'd seen a job in the ads, and she talked to me about it, and she explained to me what it was about. So I went down there and applied, and I got into the program.

The CHAIRMAN. Then it made a difference in your life? Are you happier?

Mr. MOORE. Yes, I'm happier, much happier.

The CHAIRMAN. It's still hard, though, isn't it?

Mr. MOORE. Yes, it's still hard, it's still hard, yes.

The CHAIRMAN. You've still got to sort of gut it out every day, I'll bet, a little bit.

Mr. MOORE. Yes. It's day by day, slowly.

The CHAIRMAN. How do you deal with your old pals when they say you've sort of copped out on being part of the gang and stopped hanging out with them, and now you're doing this other thing; how do you deal with that?

Mr. MOORE. Well, when they tell me that I copped out—well, it's not really like they're saying you copped out. As long as they're doing something with their lives, and I'm doing something with my life—they say you just left, with no notice, or something like that, but they're still there for me, even if I go out or something like that. But otherwise, I just don't hang with them or get in any trouble.

The CHAIRMAN. Well, I'll tell you something—you may not believe it, but I hope you will—I'll bet they're very jealous of you, and I'll bet they envy you in a very real way. I don't know whether you feel that or whether you know it, but I'll bet you're really making them think about some things.

You're really setting an extraordinary example, and I think you ought to be proud and know that inside, every day when you are working things through and getting by in a day by day way.

Let me ask Mr. Britt, you are basically doing this without Federal funds; you are doing it out there with local, community, charitable, religious groups and so on. How do you develop credibility with the various foundations, business and religious groups?

Mr. BRITT. Well, I think you get it done by putting it together and seeing that it does work. And I think the right direction was laid out here today, and that is let's don't go looking for things out there that we know work; now it is time to pull those threads together into that mosaic so we can do a comprehensive approach.

I think the fact that we are taking those steps to try to piece those pieces together into some kind of cohesive fabric is the reason that we have had the success that is needed.

The other thing is the fact that this crisis literally has placed us on a collision course with the future, and I think the recognition of that is mobilizing people behind these efforts.

The CHAIRMAN. Do you think your experience is applicable citywide and statewide and even nationwide?

Mr. BRITT. Absolutely. In fact we have already helped establish a companion corporation that is going to other counties in North Carolina to help them integrate programs into some kind of comprehensive effort. But again, it is working with existing agencies, and there is a collaborative effort. The only power you have is the power of the good idea, executed.

The CHAIRMAN. Senator Dodd.

Senator DODD. Mr. Chairman, let me first of all echo your comments regarding the involvement in the gang. Emmanuel, your concerns about what is down the road—and this may sound a little hollow, I suppose, coming here to a congressional hearing—but you are out of the system, and you are going to have a future, a tremendous future. And that may not be as clear to you today as it will be with each passing day, but with each passing day, each morning that you wake up and you are not involved in that, the realization of that will become clearer and clearer. In fact, one morning very shortly you are going to wake up, and you are going to wonder why this was ever even a question in your mind. And then my hope would be that having made that decision and taken that turn and having had those opportunities that are available to you, that you wouldn't forget about it, and that you would go back in, in a sense, because no one can carry that letter more effectively than someone who has been a part of it.

I can sit up here and talk about it until I am blue in the face, but frankly, I don't relate tremendously to that, and you know it and I know it—but you do, and in a sense the only burden you really bear is whether or not you can go back in and make a difference in the lives of one or two or three other people. That is a victory, by the way, a major victory. You don't have to change the world; if you can change one or two people's attitudes about life, that is a tremendous, tremendous accomplishment, just as your mother did in your case. I am sure you are grateful to her for many things, but you will never be more grateful to her than you will be for the fact that she made a difference in your life in terms of the decision you made. So I would just urge you to do that.

And Mr. Britt, it's nice to know there is a life after Congress. I was sitting here, listening to you, and I suppose all of us at one

time or another wonder about what we would do if we weren't here, and I have often thought that doing something along the lines that you are doing has a tremendous amount of appeal, and I commend you for that. I think it is terrific, and I think some of the most thoughtful ideas—I love the literacy idea, the reading, and what that means to a child, but using it as a vehicle as well to improve the literacy skills of the parents, particularly the mothers, since in most cases they are single mothers raising those children.

Mr. BRITT. Incidentally, that is part of a Federal program, Even Start. It is in partnership with the Greensboro public schools, funded by Even Start.

Senator DODD. I think it's terrific, and I am grateful to you for mentioning the fact that we've sort of gotten ahead of things. That isn't always the case here in Congress, but it is nice to know that we have actually done something that people are asking us to do, and that is on the coordinated services approach with the Younger Americans Act. We managed to get the authorization for that, and now if we can get some money behind it, it will really help in that regard. But that isn't always the case, as you know.

Mr. BRITT. Let me remark, for example, on a comment you made earlier, and that was the separation of the child from the parent in a drug situation. I asked the president of the residents' council at Ray Warren Homes what the greatest barrier to people entering substance abuse treatment was. I expected the typical answer about child care, day care, transportation, or whatever. She said the greatest barrier to entering substance abuse treatment was the fear of losing the child.

Senator DODD. We've got a bill—we didn't get it done last year; it was one of the few things I guess we did not get done on this committee under the chairman's leadership—but it is the COSA bill, Children of Substance Abusers. And among other things it is designed to be of assistance to children and families in that particular situation.

We want to take a good, hard look—and I don't know how much jurisdiction we end up with because a lot of it may end up in tax areas—at foster care, where if you can just begin to educate court personnel and others. They are not evil people; they don't wake up in the morning wondering how many kids they can take away from their parents. But it has become sort of the first reaction—you've got a problem, and the first thing is get that kid out of the house.

And I have often said that at the end of the day you may have no other choice but to make that decision to get that child out of that environment; that may be the only thing you can do. But if you begin the day thinking about how can I keep that family together, what can we do in order to make it possible for that mother and that child, or that father and that child, to stay together, and can we work that out. If you begin thinking that way each morning, I think you can cut into that case load dramatically, if you start looking at treatment programs in light of how you keep people together rather than splitting them up. So there are a whole variety of things that can be done along those lines. And again, the reason I say that is because I think every person that I have talked to who works in this area will tell you that is the formulation for success; that's it. It is not complicated. You may not have success

with that, but you almost guarantee failure if you break the family apart. That much we do know.

So I guess I should reword that a little bit. I don't think it guarantees success at all, but in the absence of it, you are not going to be very successful and will waste a lot of money.

Anyway, I thank you as well for being here today; and Emmanuel, particularly, for coming forward. I expect to see you back here with some frequency, talking about these things in your adult life, caring about these issues, and as you go ahead in your own personal life, but not forgetting where you came from. It is very important that you never forget where you came from and that you make sure you go back—because someone helped you, someone stood up and turned a light on for you. Now you've got to turn some lights on for people as well. If you'll do that, you will have a very full and rich life.

Thank you.

Mr. MOORE. You are welcome.

The CHAIRMAN. Thank you.

Mr. Tarpley, we want to thank you as well. You say you enjoy this work, and you are getting paid for it, but I think some of us have some appreciation of the daily challenges that you are facing. You are good to spend the time and to be the kind of example you obviously are.

So I want to thank all of you very much.

Are you in school now, Emmanuel; you're going for the part work/part school—is that the way it goes?

Mr. MOORE. That's correct. One week, you do construction, and 1 week, you go to school.

The CHAIRMAN. Good, great. We are delighted to have you here and congratulate you, and we thank this panel very, very much.

[Additional statements and articles supplied for the record follow:]

STATEMENT
OF THE
NATIONAL EDUCATION ASSOCIATION

Mr. Chairman and Members of the Committee:

The National Education Association represents more than 2 million education employees in the nation's elementary, secondary, vocational, and postsecondary education institutions. We appreciate this opportunity to share our views on an issue of vital importance to our nation's future: the American family.

The United States is not simply a flag; not merely a set of principles set out on parchment; not solely defined by the boundaries of its territory. The United States is its people -- a diverse and dynamic assembly who share a commitment to common ideals. In a very real sense, we are all in the same boat. If there is injustice against some, all of us share the responsibility and must bear the consequences. If some suffer hunger, homelessness, illness, ignorance -- or all of these conditions and more -- it touches all of us in direct ways.

Yet today, far too many of our people are confined to lives of hopelessness and despair.

There is no need here to recite statistics about the number of children in poverty, the incidence of preventable medical problems, or the numbers on student achievement as measured by standardized tests. This Committee has been in the forefront of national efforts to bring attention to these problems, and more importantly, to develop successful strategies for cooperative community-based programs that

meet human needs. We applaud the Committee Members' dedication and concern.

This hearing is dedicated to finding solutions. The members of our organization, who work with children and families throughout the U.S., share your hope that we can implement community-based programs that strengthen America's most precious resource: its people.

Lessons of the Past

We have learned a great deal over the past 25 years about what works in education and related programs. Unfortunately, the resources we have committed to effective programs has never been sufficient to realize the vision of the men and women who first designed these programs.

In 1965, with the leadership of former schoolteacher President Lyndon Johnson and bipartisan support of Congress, the U.S. established the Economic Opportunity Act, the Elementary and Secondary Education Act, and the Higher Education Act.

Programs created that year -- Head Start, Title I math and reading programs, and postsecondary financial aid -- are the cornerstone of our nation's educational efforts. The most important step our nation can take is to build on that cornerstone.

Today, the federal government falls far short of the promise extended in 1965. Successful education programs have been systematically underfunded since they were

created. Moreover, a downward trend over the past decade has led to serious deficiencies in important education priorities. The longer the U.S. delays an investment in preventative measures -- nutrition, health care, and education -- the more Americans must ultimately pay for remedial and curative programs.

Where we stand

In 1990-91, deep gaps exist between education supply and demand:

- Head Start preschool programs for low-income children and families will serve about 450,000 three-, four-, and five-year-olds, less than 20 percent of the 2.5 million eligible children. FY91 appropriations are sufficient to raise that percent to 22 or 23 percent -- still less than a quarter of those in need of help. Fully funding Head Start would cost at least $7 billion in the current budget year.

- Chapter 1 reading and math programs for disadvantaged students will serve about 6 million children -- half of the elementary and secondary students living in poverty. FY91 appropriations are sufficient to raise that percentage to some 65 percent. Serving all school-aged children in poverty would cost approximately $10 billion in the current budget year.

- Bilingual Education Act programs will serve some 254,000 students with limited proficiency in English, about 15 percent of the students identified by states as needing assistance, and only 5.6 percent of the number of school-aged youth the 1980 Census counted as having limited proficiency in English. Serving all students in need of services would cost some $1.3 billion this year.

- Federally mandated special education programs under the Education for the Handicapped will serve some 4.4 million children. The federal government will pay only 7 percent the costs above the average per pupil expenditure, that is -- about 4 percent of the total costs of serving handicapped students. Meeting the federal commitment to share 40 percent of the costs above the average per pupil expenditures would cost almost $8.5 billion; fully funding handicapped education programs would cost between $40 and $50 billion.

National Goals in Education

We recognize that the focus of these hearings is not education alone. And yet, our educational effort is inextricably linked with everything else we hope to accomplish as a nation. And everything we do as a nation has a bearing on the quality of our educational system.

A year ago, the President and the nation's governors met to establish national goals in education. NEA members had tremendous optimism that the definition of those goals would begin a trend to make education a true national priority.

The first of these goals speaks directly to the issues before this Committee now. Our nation's executive leaders pledged that by the end of this decade, all children in America will start school ready to learn.

School readiness depends on parents' ability to assure their children's emotional, developmental, social, health, and nutritional needs are met. When the family structure is incapable of providing such support, public agencies must have the programs and resources to serve children's needs. State and federal agencies must help establish and maintain programs that contribute to the health and well-being of disadvantaged children from birth.

As many as 5 million children below the age of six live in poverty. Poverty cripples every aspect of children's physical, emotional, and intellectual development. As the Committee for Economic Development has repeatedly stated: "Early intervention in the lives of disadvantaged youth is the most effective strategy for school improvement."

The National Education Association believes the following programs are necessary to meet the goal of school readiness.

Prenatal Care. State and federal governments must cooperate to provide better access to prenatal care, including proper nutrition. At the same time, public and private agencies must work cooperatively in education efforts to assure that women of child-bearing age understand the importance of prenatal care to child development.

Parent Education. Many young parents lack the knowledge or resources to properly feed and care for children. Some lack reading skills necessary to nurture children's intellectual development. Parent education programs are desperately needed -- and are most effective when connected to child care and human services programs where skills can be reinforced.

Health Care. Some 37 million Americans are uninsured, and as many as 54 million Americans are underinsured. Of the uninsured, at least one-fourth are children. Access to quality, affordable health care must be available to all Americans. Expanding medical coverage will help assure that physical impediments to learning are identified and treated.

Nutrition. Extensive research has demonstrated a direct relationship between nutrition and intellectual development. Good nutrition is essential, especially in the early years when children develop so rapidly. The Supplemental Feeding Program for Women, Infants, and Children (WIC) now serves some 4.6 million low-income pregnant and postpartum women and children under the age of four, about half of those in need. Food Stamps and WIC

should be funded at levels adequate to serve all eligible persons.

Services for the homeless. As many as 100,000 children in America are growing up on the streets, in cars, in abandoned buildings, and in transient hotels. Community-based efforts to reach these children and provide programs that meet both physical and developmental needs must be established and maintained by both public and private agencies.

Child care. The quality of child care and education are inextricably linked. Six out of 10 women with children under the age of six are employed outside the home. States should set standards for health and safety, preparation of providers, and class size to ensure that child care programs offer more than custodial care. Financial support must be provided to expand access for those children who need quality child care the most. Public-supported child care programs should include children from various economic, racial, and ethnic backgrounds to avoid social stratification.

Head Start. The successful federal Head Start program must have resources adequate to serve all eligible children. In 1989-90, less than one-fifth of all eligible 3-, 4-, and 5-year-olds have access to Head Start's education, nutrition, and health care services. The federal government must provide the resources to establish full-day and year-round programs and to attract and retain quality staff.

Home-to-school transition. Public education should be available to children beginning at age 3, and schools should establish programs in the early grades that help ease the transition from home to school. School-based child care, including early childhood education and before- and after-school programs should become a part of every school.

These represent some important steps that public agencies should take to help address the concerns identified by this Committee. Most of these proposals are already in operation to some extent supported by federal, state, local, or private resources. However, the federal government must make a far greater commitment if America is to adequately serve the needs of children and families.

Operation Jump Start

We would like to take this opportunity to highlight a fundamentally new approach to educational and developmental needs of disadvantaged school-aged youth called Operation Jump Start.

About one-third of the nearly 26 million children in our nation's elementary schools face troubled academic futures. To help these youngsters, NEA proposes an intensive readiness session for elementary students who need extra attention.

Operation Jump Start would provide these children with an additional two weeks in their school environment. The focus would be on readiness -- on a high energy jolt for the

millions of children for whom more personal relationships with teachers, greater confidence in the school environment, and closer relationships between school staff and families could make the difference between success and failure.

Operation Jump Start would be a cooperative program among the federal government, the states, and local school districts and would be designed to serve one-third of the elementary school population -- just over 8.5 million youngsters.

Under this proposal, a new $1.1 billion program of federal assistance would be established by Congress and administered by the U.S. Department of Education. The Department would allocate these funds to the states by formula, with each state receiving a basic floor amount as well as additional resources based on its drop out rate. States would be required to match the federal contribution. Local school districts participating in this project will be asked to provide "in kind" expenses. The proportion of state to local contribution would be determined by each state, but in no case could the federal share exceed 50 percent.

States would also be allotted an amount equal to 5 percent of their Jump Start allocation for the purpose of helping prepare school personnel conduct Operation Jump Start programs. The Secretary of Education would also maintain a small discretionary fund for technical assistance to states and localities.

Every school district would be eligible to participate in Operation Jump Start. Local school districts wishing to do so would apply directly to their State Department of Education, which will have the responsibility of allocating these resources based on elementary school population and school district dropout rates. Jump Start funds would be used almost exclusively for actual program operation with strict limits on administrative or other expenses.

Operation Jump Start would fund intensive readiness sessions for elementary school students for two weeks before the regular school year. Classes would be limited to 15 students. When possible, the teachers would be those the students will have during the regular school year.

Each morning the students will meet with their teacher in an effort to develop greater personal relationships with the teacher and school staff as well as greater confidence in the school environment. Teachers participating in Operation Jump Start will use the afternoons to contact and confer with parents, review student needs, and explain future lesson plans. A strong follow-up component during the school year is envisioned as part of the program. The content and structure of this follow-up component will be locally determined.

The actual selection of students to participate in Operation Jump Start and the classroom activities themselves will both be locally-designed education decisions.

Participation in Operation Jump Start would be completely voluntary -- for school districts, parents, and educational personnel. It is anticipated that school staff would be compensated at a rate equal to their compensation (salary and benefits) during the regular school year.

Conclusion

Throughout history, our nation has shown the ability to meet tremendous challenges. Future generations will not judge us alone on our technological wizardry, our response to national economic crises, or on our place in the international arena. Our descendents will judge us on the quality of life of people living in these times, and whether or not our society was just in the distribution of the nation's great resources.

Through this hearing, and subsequent actions that result from the Committee's conclusions, you have the opportunity to write a chapter in our nation's history books. It's up to this Congress and the President to determine whether that chapter will be headed "Toward a More Perfect Union" or "The Beginning of the End."

Thank you.

YWCA of the U.S.A.

The YWCA of the U.S.A. congratulates Senator Kennedy and members of the Labor and Human Resources Committee for leadership on behalf of children and youth and for efforts to ensure that young people receive the services they need in order to successfully make the transition into adulthood.

Through its service and advocacy programs across the United States, the YWCA knows firsthand the need for coordinated comprehensive services for families in crisis and for those at risk of crisis. The YWCA's concern for progressive family policy is reflected in its 1988-1991 Public Policy Priorities, which include:

- Child Care. The YWCA of the U.S.A. applauds the Congress and the Labor and Human Resources Committee for the "Child Care and Development Block Grant." The YWCA urges the Labor and Human Resources Committee to exercise its oversight authority to ensure that states are serving those families most in need and that states are moving towards developing coordinated child care services. We also urge the Committee to examine states' progress in the areas of program quality, training, and child care worker salary and benefit improvements.

- Teen Pregnancy Prevention. Because teen pregnancy affects all aspects of a young woman's development, the YWCA supports programs that enhance life options for teens and prevent unwanted pregnancy. The National Board of the YWCA of the U.S.A. supports Title X of the Public Health Services Act because services funded through Title X generally offer a comprehensive, coordinated approach to teen pregnancy prevention. The YWCA of the U.S.A. also supports young women's access to the full range of reproductive services, including prenatal care, contraception, and abortion.

- Health Care. The YWCA of the U.S.A. urges the Congress to appropriate funds for expanded and improved community-based health care services for women and girls. The YWCA also supports increased funding for programs to reduce the incidence of substance abuse and AIDS/HIV education.

- Equity. We cannot ignore the fact that racism and sexism are among the reasons that women and people of

Washington Office
Mezzanine
624 9th Street, N.W.
Washington, D.C. 20001
202-628-3636
Fax: 202-783-7120

National Board

Glendora McKeen Putnam
President

Rita Morris Mims
Vice President, Headquarters

Betty W. Fong
Vice President at Large

Evelyn Lewis Ansalo
Vice President, Eastern States

Stella Buenaga Edmondson
Vice President, Mid States

Joyce W. Ayres
Vice President, Western States

Mae Baltz
Vice President, Ex Officio

Olya Maziar
Secretary

Marilynne T. Keyser
Treasurer

Pauline Allen Braybome
Assistant Treasurer

Gretchen Calvert Baker
Executive Director

National Headquarters
726 Broadway
New York, NY 10003
212-614-2700

color are over-represented among the poor. The YWCA therefore urges Congress to work towards the elimination of racism and sexism, as well as discrimination based on national origin, color, age, religion, disability, and sexual orientation, promote multi-cultural education, and support sex equity in education and job training.

Critical emerging issues identified by the YWCA of the U.S.A., National Board, include:

o Education.

Multicultural education for all children. Multicultural education will ensure academic success and help develop attitudes and behavior that can contribute to the elimination of racism.

Chapter I Funding. The YWCA of the U.S.A. supports increased funding for the Chapter I Program serving children in poverty and children with special needs.

Education for Homeless Children. In the last year's re-authorization of the McKinney Act, Congress directed the states to work towards eliminating barriers to education faced by homeless children. The Committee is urged to exercise its oversight authority to ensure that states comply with the new mandate.

o The Young Americans Act. The Young Americans Act, which was enacted in 1990, holds the potential to fill a critical need identified by the Committee. The Young Americans Act calls on states to examine their current service delivery structure and to improve and coordinate services to children and youth. However, the Young Americans Act received no appropriation for FY 1990. The YWCA urges Congress to fully fund the Act in FY 1992.

o Family and Medical Leave. Changing demographics, work patterns, and demands on families call for new approaches to balancing family and work responsibilities. The YWCA of the U.S.A., National Board, endorsed the Family and Medical Leave Act because it offers a step toward economic security for women and their families.

The YWCA of the U.S.A. thanks the Chairman and the Committee for their commitment to children and youth because the support of those who make public policy is critical if we are to overcome the problems plaguing our families.

For more information, contact
Beverly Stripling, Director of Public Policy
Nancy Hirshbein, Washington Representative
(202) 628-3636.

January 14, 1991

CCSO News

FOR IMMEDIATE RELEASE
January 15, 1991

EMPOWERING CHILDREN AND YOUNG FAMILIES OF POVERTY TO BE SUCCESSFUL AGENDA FOR THE 102ND CONGRESS
GORDON M. AMBACH
EXECUTIVE DIRECTOR
COUNCIL OF CHIEF STATE SCHOOL OFFICERS

The hearing today of the Labor and Human Resources Committee addresses the most critical domestic challenge facing the Nation and the 102nd Congress: how to empower America's children and young families in poverty to achieve success.

The Council of Chief State School Officers commends the focus of the Committee on strategies to overcome child poverty and its devastating costs to individuals and the nation.

We urge the Committee to start 1991 by moving the Equity and Excellence in Education Act to President Bush's desk. This Act provides the framework for support of the National Goals for Education and a focus on central activities to help children and families out of poverty.

We applaud the Committee's support in the proposed Youth Empowerment Strategies (YES) for full funding of proven effective programs now reaching only a small percentage of eligible children and adults -- including Head Start, Chapter 1, IDEA, bilingual, vocational and adult education. Full funding is key to an effective national response to families in crisis.

Our Council is committed to assuring educational success for all students, with a goal of achieving virtually 100% high school graduation by the turn of the century. This year we emphasize, as the Committee does, the critical stage of connecting school and employment. The attached statement of our President, Herbert Grover, Superintendent of Public Instruction for the State of Wisconsin, lays out our agenda. We will work with the Committee on new legislation toward this end.

We offer the following recommendations for consideration by the committee and request that these proposals be incorporated in the Youth Empowerment Strategies:

- o Authorize the school-based preschool and before- and after-school child care component in schools which President Bush forced out of the child care legislation passed by the 101st Congress.

- o Link delivery of Medicaid services to Chapter 1 with provisions for such funds to be used for preventive care, screening, immunization, and other critical interventions in the Nation's poorest schools.

- o Facilitate the school-to-work transition by augmenting the 8% funds under JTPA for educational linkage with a shift in focus of the JTPA programs for in-school youth to transition from school to employment.

We appreciate the opportunity to state our concerns and to work with the committee toward providing the means for children and families of poverty to become successful.

FOR IMMEDIATE RELEASE
December 7, 1990

IMPERATIVE FOR THE 90S
CONNECTING SCHOOL AND EMPLOYMENT
HERBERT J. GROVER
STATE SUPERINTENDENT OF WISCONSIN
PRESIDENT-ELECT, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Our nation has an extraordinary opportunity for major change in the way we prepare the nation's youths for employment. There is a readiness for change in business and industry. We must develop a readiness for change in schools and colleges and build the connections which provide opportunities for the "forgotten half," and to those students who have been preparing "in general" but going nowhere "specific" to connect with the productive society.

The Council of Chief State School Officers is in a unique position to assemble the resources and to organize the policy debates and developments that will change the effectiveness of preparation for employment. This is high risk activity. If it is successful, schooling and learning for large portions of our youth will be very different in the future from that of the past. Our work is based on these assumptions:

1. Employers will change the paths through which their employees are introduced to work and learn at the work site.

2. Schools and colleges are prepared to revise the places, times, personnel, materials and techniques through which students learn to be productive employees.

3. Motivation of youth to learn successfully both general knowledge and employment capacities will be increased by connecting education more closely to the work site and specific future employment.

4. Youth will develop adult responsibility more rapidly and effectively through early connections with adults at the work site.

5. Different dispositions to learn for certain students will be more effectively satisfied through greater opportunities to learn hands-on at the work site.

-More-

Finally, the Council has a capacity to promote restructuring learning at it relates to connecting school and employment. This involves revisions in the curriculum, materials, equipment, assessments, and teacher preparation and certification.

No one part of the system can be changed without some counterpart revisions. To undertake this task requires considerable resources. We have already approached major foundations and corporations for assistance. We will prepare applications for governmental funds as well.

Our work through the year will be under the guidance of a special task force. We will be aided by the advice of several experts in the field who will serve as a task group of consultants. We will rely heavily on key persons in lead states for analysis and design of implementing projects. As has been the case with Council priorities during the past few years, we expect the focus on "Connecting School and Employment" to be a continuing priority for the next three years.

This is a bold agenda. It is America's agenda for the decade. Our Council looks forward to joining with partners in businesses, education and government to accomplish it.

####

The Council of Chief State School Officers (CCSSO) is a nationwide non-profit organization of the 57 public officials who head departments of education in every state, the District of Columbia, the five extra-state jurisdictions, and the Department of Defense Dependent Schools. CCSSO is located at 400 North Capitol Street, NW; Washington, D.C., 20001; 202/ 393-8161.

□ THE NATIONAL MEDIA OUTREACH CENTER

□ DIRECTOR
MARGOT WOODWELL

Media and Outreach Provide Power for Change

Traditionally, the Senate Labor and Human Resources Committee has examined the broad-based picture of challenges facing our nations workforce. This year, the special emphasis is placed on making effective investments in America's future by supporting families currently in crisis.

The National Media Outreach Center, QED Communications Inc., shares this common concern and goal to overcome the challenges facing families in crisis.

We bring a unique perspective for the Committees consideration. The National Media Outreach Center has developed an infrastructure of over 20,000 community groups at the grassroots level addressing literacy, mentoring, and alcohol and other drug use.

We propose that these groups be integrated into the systems that service at risk youth and families. Th energy, enthusiasm, and skills of these volunteers can enhance the preventive measures, program access, and intervention emphasis being placed on legislation for children and families. They provide direct access to the heart of our nation's communities which, when given even a minimal amount of support, are the greatest catalyst for change!

- *425 Project Literacy U.S. (PLUS) task forces were established in 1985, and the number has surpassed 500 in recent months. PLUS is a joint project of PBS and Capital Cities/ABC, and has enabled local literacy providers access to training, evaluation, recruiting, funding, and other pertinent information and resources. They are networked through a monthly newsletter and are involved in adult, family, workforce, and prison literacy, as well as learning disabilities. PLUS task forces are supported by 147 national organizations including the American Library Association, the Association of Junior Leagues, and the American Bar Association. The U.S. Department of Education credits the PLUS task forces with a 14% increase in the number of adult education students nationally.*

- *The National Mentor Network is presently comprised of more than 300 local mentoring providers nationwide. These individuals receive print and video training, directory, and evaluation materials, as well as a quarterly newsletter to keep them up-to-date about national mentoring activities. Mentor Network Contacts also partner with business and education to involve communities in mentoring youth.*

- *The Chemical People Network, established in 1983, is comprised of 8,000 volunteer task forces focused totally on illegal alcohol and other drug use. 20,000 Chemical People Network local leaders are sent a bimonthly newsletter keeping them up to date on the progress of the efforts of their counterparts nationwide.*

(412) 622-1491
4802 Fifth Avenue □ Pittsburgh, PA 15213
A Division of QED Communications Inc.

The National Media Outreach Center has an active partnership with over 100 national organizations, including the United Way of America, the U.S. Chamber of Commerce, the National Alliance of Business, the AFL-CIO, the U.S. Conference of Mayors, the National Association of Private Industry Councils, and the U.S. Departments of Education and Labor. Feedback from individuals and programs represented in these dynamic infrastructures and partnerships identifies what must happen to more effectively meet the needs of the youth and families of our nation. Based on this information, the Center recommends integrating the following projects/programs which utilize the existing networks:

Alcohol and Other Drugs

A unique and powerful alliance has formed a pilot project called EVERYTHING COUNTS, funded by Governor Robert P. Casey's Office and the Scaiffe Foundation. This project will educate communities on how to change community norms around the use of alcohol and other drugs with similar results as was done with cigarette smoking and seat-belt use. The combination of a massive awareness campaign with culturally appropriate community training, implementation, and action to change certain attitudes, behaviors, and practices that result in harmful, and many times deadly, effects of addictive substances. The result will be a healthier lifestyle and environment for all pilot-site residents.

Upon successful completion of this pilot project in Allegheny County, the EVERYTHING COUNTS model needs to be made available to Chemical People task forces for implementation in their own communities.

Mentoring

Utilizing the National Mentor Network, several necessary programs may be implemented in individual communities.

- Working with Child Welfare, Family Services, and Children and Youth Services, develop pilot sites where volunteer families and groups will be recruited from community establishments, such as businesses, churches, and synagogues. The volunteers will be trained to provide support, following a professional intervention by local social workers, by "adopting-a-family" in crisis to provide mentoring activities to all family members. The volunteers will be serviced with on-site training, resource materials, and monitoring by the networks in existence.

- Working with local schools and businesses, mentor providers will establish after-school programs for latch-key youth in grades K - 12.

- Provide the JTPA with access to the volunteer mentors needed to enable every youth involved with the JTPA to have a appropriate mentor. Mentors will be trained to teach job skills, self-esteem, and long-term planning.

Literacy

- Develop video and print how-to materials for families and licensed daycare providers across the nation to implement "reading corners" utilizing Reading Rainbow, Mr. Rogers Neighborhood, and Sesame Street. The how-to materials will be distributed through the

PLUS task forces, the National Association for the Education of the Young Child, and Headstart/Evenstart.

• Public television has already produced two videos entitled, "Parenting Strategies for Accessing Schools" and "Three A's for Professionals and At Risk Families." Moderated by Michael Fox, Executive Director of PLAN (Push Literacy Action Now), "Parenting Strategies for Accessing Schools" trains parents who have been unable to understand and work with the school system learn strategies for assisting their children with homework, understanding report cards, building parent/teacher communication, and identifying their child's special needs.

Professionals who continually come in contact with at risk families benefit from "Three A's for Professionals and At Risk Families," featuring a panel discussion about awareness, access, and advocacy techniques to help low-literate parents support their children in school.

We recommend that these tapes be placed in all clinics and governmental waiting rooms that service at risk families and youth.

To enable the volunteer infrastructures to function and motivate greater participation on behalf of youth and families, it is recommended that the Pennsylvanians Aware mini-grant program, which is funded by the Office of Governor Casey, be examined and replicated.

Mini-grants of no more than $500 to $2,500 to volunteer task forces are an exceptionally cost-effective way to mobilize community action. The PA Aware model could be used to inspire many groups to accomplish even greater goals, as this model shows appreciation for volunteerism and covers expenses.

ETV NETWORK

South Carolina ETV Network
Drawer L, 2712 Millwood Avenue
Columbia, South Carolina 29250

HENRY J. CAUTHEN
President

STATEMENT BY HENRY J. CAUTHEN, PRESIDENT, SOUTH CAROLINA ETV REGARDING SC ETV'S PRESENTATION OF REALIZING AMERICA'S HOPE. THE UNITED STATES SENATE LABOR AND HUMAN RESOURCES COMMITTEE. JANUARY 15, 1991.

MR. CHAIRMAN, SENATOR HATCH AND DISTINGUISHED MEMBERS:

IT IS MY PLEASURE TO SUBMIT TESTIMONY TODAY REGARDING SOUTH CAROLINA ETV'S NATIONAL OUTREACH INITIATIVE REALIZING AMERICA'S HOPE, A PROJECT FOCUSING ON AMERICA'S AT-RISK YOUTH. THE PROJECT'S GOAL IS TO FIND IMMEDIATE AND LONG-TERM SOLUTIONS TO PUTTING ALL OF AMERICA'S YOUNG PEOPLE ON THE ROAD TO SATISFYING AND PRODUCTIVE LIVES. SC ETV IS PROUD TO LEAD THE NATION IN THIS EFFORT WHICH WILL BEGIN WITH THE NATIONAL PREMIERE OF ALL OUR CHILDREN. WE LOOK FORWARD TO WORKING CLOSELY WITH THE MEMBERS OF THIS COMMITTEE TO SUPPORT AMERICAN FAMILIES IN CRISIS.

SINCE 1958, THE SOUTH CAROLINA ETV NETWORK HAS BEEN DEDICATED TO PROVIDING QUALITY EDUCATIONAL AND FAMILY PROGRAMMING FOR ALL SOUTH CAROLINIANS. FOR LESS THAN ONE PERCENT OF SOUTH CAROLINA'S EDUCATION BUDGET, ETV SERVES OVER 500,000 SCHOOL CHILDREN AND BRINGS MONTHLY TRAINING PROGRAMS TO 25,264 MEDICAL PERSONNEL AND 6,500 LAW ENFORCEMENT OFFICERS. IN ADDITION, 7,182 SOUTH CAROLINIANS ATTEND COLLEGE THROUGH ETV TELECOURSES. FROM OUR EARLY CHILDHOOD MEDIA TRAINING PROJECT, WHICH EDUCATES EARLY CHILDHOOD PROFESSIONALS ACROSS SOUTH CAROLINA VIA VIDEOTAPES, TO OUR ADULT LITERACY EFFORTS WHICH ARE DESIGNED TO INVOLVE BUSINESS AND INDUSTRY IN THE STATE'S LITERACY PROGRAMS, SC ETV IS EFFECTIVELY BRINGING EDUCATION HOME TO SOUTH CAROLINA.

A SUCCESSFUL PARTNERSHIP BETWEEN SC ETV AND THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE HAS ALREADY BEEN ESTABLISHED. IN 1988, THROUGH THE LEADERSHIP OF SENATOR KENNEDY AND SENATOR THURMOND, CONGRESS APPROVED

LEGISATION KNOWN AS STAR SCHOOLS. THE PROJECT'S GOAL IS TO IMPROVE INSTRUCTION IN SUBJECTS SUCH AS MATH, SCIENCE, AND FOREIGN LANGUAGES IN TRADITIONALLY UNDERSERVED POPULATIONS AND AREAS WITH SCARCE RESOURCES. OUR INVOLVEMENT IN STAR SCHOOLS IS ADMINISTERED THROUGH THE SATELLITE EDUCATIONAL RESOURCES CONSORTIUM (SERC) WHICH IS COMPOSSED OF 23 STATE PUBLIC BROADCASTING NETWORKS. IN 1989-1990, SC ETV PRODUCED FOUR OF THE SEVEN HIGH SCHOOL COURSES DELIVERED UNDER THE SERC UMBRELLA INCLUDING RUSSIAN I, A.P. ECONOMICS (MACRO), A.P. ECONOMICS (MICRO) AND A.P. CALCULUS FOR TEACHERS, A COLLEGE CREDIT COURSE.

THE STAR SCHOOLS PROGRAM HAS BEEN A TREMENDOUS SUCCESS ESPECIALLY IN RURAL AREAS. IN SOUTH CAROLINA ALONE, A TOTAL OF 32 HIGH SCHOOLS, AND 224 STUDENTS ACTIVELY PARTICIPATED IN THE EDUCATIONAL SATELLITE PROGRAM. THE SERC PROGRAM HAS ALSO CONTRIBUTED GREATLY IN OVERCOMING TEACHER SHORTAGES. FOR EXAMPLE, SCHOOLS WITH LIMITED RESOURCES THAT ARE UNABLE TO HIRE FOREIGN LANGUAGE TEACHERS ARE FINDING SERC OFFERS THE EXPERIENCED TEACHERS THAT EACH STUDENT DESERVES. IT IS IMPORTANT TO REMEMBER HERE THAT FOREIGN LANGUAGE CREDITS ARE OFTEN A PREREQUSITE TO COLLEGE ENTRANCE FOR MANY STUDENTS.

THROUGH THIS PROGRAM SC ETV, SERC, AND THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE HAVE ESTABLISHED A MEANS TO IMPROVE AMERICA'S COMPETITIVENESS IN BUSINESS, INDUSTRY, EDUCATION AND INTERNATIONAL EXCHANGE. THIS, HOWEVER, IS ONLY A BEGINNING. IT IS MY HOPE THAT IN THE VERY NEAR FUTURE WE CAN, WITH YOUR SUPPORT, IMPLEMENT A PROGRAM WHICH WILL ALLOW US TO REACH ALL 50 STATES WITH STAR SCHOOLS INITIATIVES THROUGH AN EXPANDED AND CONTINUING NATIONAL SATELLITE EDUCATION PROGRAM. OUR COUNTRY CAN PROVIDE A NATIONAL HIGHWAY IN THE SKIES THAT COULD REACH ALL STUDENTS NO MATTER HOW GEOGRAPHICALLY ISOLATED OR ECONOMICALLY DISADVANTAGED. FOR THE FIRST TIME EVER, WE HAVE WITHIN OUR GRASP THE MEANS TO PROVIDE STUDENTS FROM ALL SOCIAL AND ECONOMIC BACKGROUNDS AN EQUAL OPPORTUNITY IN EDUCATION AND A SECURE

FOUNDATION FOR A SUCCESSFUL FUTURE.

TOMORROW EVENING AT 8:00 PM, SOUTH CAROLINA ETV WILL REAFFIRM ITS COMMITMENT TO THE AMERICAN FAMILY AND TO EDUCATION WITH THE PREMIERE OF ALL OUR CHILDREN HOSTED BY AWARD WINNING JOURNALIST BILL MOYERS. THIS 90-MINUTE DOCUMENTARY, PRODUCED BY SC ETV, PUBLIC AFFAIRS TELEVISION, INC, AND WNET-TV, USHERS IN PUBLIC BROADCASTING'S 1991 EMPHASIS TITLED, "THE FAMILY: ALL TOGETHER NOW," BY EXAMINING THE CHALLENGES FACING AMERICAN YOUNG PEOPLE GRADUATING FROM HIGH SCHOOL UNPREPARED FOR LIFE AND WORK. THE PROGRAM REPRESENTS ONE COMPONENT OF REALIZING AMERICA'S HOPE AND OFFERS A LOOK AT SEVERAL INITIATIVES FROM AROUND THE COUNTRY WHICH ARE MAKING A DIFFERENCE IN THE LIVES OF AMERICA'S YOUNG PEOPLE. THE FILM WILL BE IMMEDIATELY FOLLOWED BY A LIVE 60 MINUTE EXCHANGE FROM LONGSTREET THEATRE IN COLUMBIA, SOUTH CAROLINA HOSTED BY MOYERS AND INCLUDING PANELISTS FROM THE CHILDREN'S DEFENSE FUND, THE MAINE FAMILY VIOLENCE PROJECT, PROJECT PRIME, SAN DIEGO CITY SCHOOLS, BELLSOUTH AND OTHERS.

BILL MOYERS' DEDICATION AND THE CONTRIBUTION OF THE MOTT FOUNDATION AND GENERAL MOTORS TO THIS PROJECT CANNOT BE OVERESTIMATED. FOR YOUR INFORMATION, I HAVE INCLUDED A FEATURE ON ALL OUR CHILDREN WRITTEN BY MR. MOYERS FOR THE RECORD. HIS COMMITMENT TO AMERICA'S YOUTH IS STRONG AND CLEAR. I ENCOURAGE THE MEMBERS OF THIS COMMITTEE AND THEIR STAFFS TO WATCH THIS IMPORTANT DOCUMENTARY, AND I LOOK FORWARD TO YOUR RESPONSES TO IT.

THIS IS THE BEGINNING OF WHAT I HOPE WILL BE A CONTINUATION OF THE PARTNERSHIP BETWEEN SC ETV, THE OTHER 22 SERC STATES, PBS AND YOUR COMMITTEE. TOGETHER, WE CAN IMPACT THE FUTURE OF OUR NATION AND THE LIVES OF THE CITIZENS WE ALL SEEK TO SERVE. IN THE WORDS OF BILL MOYERS, "THE VICTORIES ARE SMALL, THE STRUGGLE DAILY, BUT THE STAKES ARE LARGE FOR THESE KIDS AND AMERICA'S FUTURE."

ALL OUR CHILDREN with Bill Moyers

Feature for ALL OUR CHILDREN
Written by Bill Moyers

When the noted psychologist and educator Kenneth Clark sent me a report he had just helped to write called "America's Shame, America's Hope," about the millions of young people who are not prepared for life and work, I quickly leafed through the pages for a sense of its message. I found I couldn't put it down. Here was a clear and unflinching story of a national tragedy. After reading it, I wrote Dr. Clark this report should be turned into a documentary film. The story of these young people should be told, I said, in the idiom of the day -- the visual images that would enable us to see the world as teenagers experience it. Dr. Clark called and was enthusiastic about the idea. ALL OUR CHILDREN is the result of his inspiration.

The report's bright red cover conveyed its urgency. Red is the color for danger, and danger is what America is courting by neglecting its children. If it were disclosed tomorrow that this country intended to snatch every third child from the classroom and ensure his failure in life, I believe most of us would be horrified. But this is already happening. Millions of young people are doomed to low-paying jobs of bare survival, if they work at all; doomed to frustrated and unproductive lives. Some 800,000 students each year drop out, fail to graduate, or finish school unprepared for further education. As a result, America's ability to compete in the world is compromised, even as we are abandoning many in our workforce to alienation and dependency.

But there is some good news. In many communities across the country, committed adults through innovative programs are helping teenagers to survive, strive, and succeed. Producer Tom Casciato and I have documented their experience in ALL OUR CHILDREN, a film that premieres on Wednesday, January 16 at 8 p.m. on PBS.

Our report doesn't presume to single out the best teachers or dropout-prevention programs in the country. Nor does it romanticize the modest successes of the young

(more)

GM A General Motors Mark of Excellence Presentation

Public Affairs Television, Inc.
590 West 56th Street
New York, NY 10019
(212) 560-6900

people in the film. Rather, we are trying to show how small victories can be won in the lives of children who, as one teacher told us, have banked so many failures they don't know what success is.

After months of research, we chose three representative locations. In Columbus, Indiana, we visit the Joy Howe Program, which is attempting to build the self-esteem of kids who are trying to move onto the bottom rung of society's ladder. One of the youngsters is a 16-year-old named Jake, who, having struggled through drugs and a Satanic cult, returned to school and even held down a part-time job tutoring second graders.

In San Antonio, Texas, we focus on two programs. One, 70001, helps dropouts study independently for the equivalent of a high school diploma (the GED) and another, TAPP (Teenage Parenting Program), enables teen parents to stay in school by providing day care and special classes in parenting skills that augment the usual curriculum. Here we met a young woman, Annette, who was surprised when she became pregnant. Because of TAPP, she is now caring for her child while staying in school, and Annette is determined to escape the life of dependency that befalls many teen mothers.

At our third location, Cambridge, Massachusetts, we filmed at Rindge and Latin, a public high school known as the alma mater of basketball stars Patrick Ewing and Rumeal Robinson. For the past several years it has been gaining a reputation in education circles for serving the individual needs of a multiracial student body of 2200 through an array of innovative programs under one roof. For example, in a student-run cooperative catering service, former dropouts prepare hundreds of lunches for the city's Head Start program while also attending regular classes. Several students told me they would not be in school today if it were not for this program. We also meet a young Jamaican, Marsha, who was left by her parents to fend for herself in the States. She has overcome poor health and a disciplinary suspension to graduate and to win a scholarship at a junior college in Boston.

The programs that are featured in our film have several aspects in common. Students receive individual attention. Classes are lively and usually small. Teachers and administrators work closely together in assessing student progress. Young people are expected to be responsible. The influence of the school does not stop when class ends. Not surprisingly, teachers are friends and mentors as well as

(more)

instructors.

Perhaps the phenomenon that most surprised me is that most of the kids I met were bright, sophisticated, and engaging. But they are wrestling with serious problems that cannot be left outside the schoolhouse door every morning. They come from broken homes. Some have been abused. They are not well-off economically. They have used drugs or alcohol. And most of them know that even if they make it through school, there is no guarantee they will find a niche in the economy. Against these odds, most of these kids struggle not to give up, and in turn, their teachers refuse to give up on them.

###

*Editor's note: **ALL OUR CHILDREN with Bill Moyers** is a production of Public Affairs Television, Inc. and South Carolina ETV, and is presented by South Carolina ETV and WNET/New York. Funding is provided by the Charles Stewart Mott Foundation and General Motors as one of its Mark of Excellence Presentations.

For further information contact: Owen Comora Associates
(212) 750-5556

November 1990

YOUTH AND AMERICA'S FUTURE:

THE WILLIAM T. GRANT FOUNDATION COMMISSION ON WORK, FAMILY AND CITIZENSHIP

Chairperson:
Harold Howe II
Harvard Graduate School of Education

To: **The Honorable Edward M. Kennedy**
Chairman, Committee on Labor and Human Resources
United States Senate

From: **Harold Howe II, Chairman, and**
Samuel Halperin, Study Director
William T. Grant Foundation Commission on
Work, Family and Citizenship

We applaud your hearings on the needs of American families, with their special emphasis upon early childhood issues and upon charting a course for youth in the transition to responsible adulthood and productive employment. We understand that your efforts will (1) emphasize strategies to bring new funding to existing programs with proven records of success in serving the most needy children and families, (2) promote changes that will make such effective programs more easily available to those who need them, and (3) consider additional initiatives that may be needed.

We enthusiastically support these objectives of your Committee's agenda and submit this statement as a contribution from our Commission on Youth and America's Future to the important information-gathering and thinking that you and your colleagues will undertake.

First, we wish to underline the extreme gravity of the issues you are examining. One way to do that is to present some evidence about one State that is at or near the top of most assessments of the fifty States in the provision of special services for needy children. It is a State with which you, Mr. Chairman, are quite familiar -- the Commonwealth of Massachusetts.

On the day that you hold your first hearing on the matters outlined, approximately 241 babies will be born in Massachusetts. The prospects for these new citizens are grim:

- 2 will die within the first three weeks. If all of them were black, six would soon be gone.
- 14 of them will weigh less than 5.5 pounds and be in the high-risk category of low birth weight.

1001 Connecticut Avenue, N.W., Suite 301, Washington, D.C. 20036-5541
(202) 775-9731

- 20 will have mothers under the age of 20.
- 34 will find themselves in poverty-stricken families and face the attendant perils of inadequate nutrition, medical care, housing, and similar circumstances. If all were born in Boston, 20 percent of the white babies would be poor, as would 33 percent of the blacks and 75 percent of the Hispanics.
- 29 will have some physical or mental disability, most of these conditions traceable to lack of prenatal care and other effects of poverty.
- Over half of teenage mothers in this group will have had no prenatal care.

This recital could go on at length, but that is not needed to make a simple but important point: Anyone who thinks that the United States has anything resembling a safety net in place for its least fortunate citizens is simply wrong. We don't even have such a safety net that works in the few States doing the relatively best job for children and youth. We have some useful programs in place; we know what to do to make their services more comprehensive. Yet we are unable to muster the political will, at either the state or national level, to act on what we know. And this is true despite our knowledge, for example, that a low birth-weight baby is likely to cost taxpayers between $20,000 and $40,000 for early care alone.

There is a vast amount of evidence from many sources both to document the many unmet needs and to identify ways of making substantial progress in meeting them. Because we have been contacted by your staff before this hearing, we know that you are well attuned to the available sources of thinking and planning on these matters. We call to your special attention as sources of information the numerous child advocacy groups in the United States. Working in particular cities or within a state, these agencies are on the front line of identifying problems and proposing solutions for them. Probably the best known of such groups is the Children's Defense Fund with its nationwide reach. The Massachusetts Advocacy Center in Boston provided us with the information concerning your state. There is also a National Coalition of Advocates for Students, a membership organization for all child advocacy groups.

Its office is in Boston, but its agenda is nationwide. Its recent study of the fortunes of immigrant children, New Voices, is well worth your attention. Kids Count, published by the Center for the Study of Social Policy, is an extremely useful source of state-by-state data on child well-being.

As you turn your inquiry to youth and their transition to work, other sound resources are available. Our Commission has made a wide-ranging exploration of what is known about the needs and problems of youth in America and how to deal with them, particularly those who go to work after high school rather than going on immediately to further education. This group of approximately half of each age cohort of 16-24 year-olds -- 20 million young people -- is the object of our Commission's final report entitled, The Forgotten Half: Pathways to Success for America's Youth and Young Families (November 1988). This study is a guide to many other solid studies of youth issues, as well as a source for initiatives on behalf of youth at all levels of government and in the public, private and non-profit sectors.

Because one of your major foci is the transition to employment of high school graduates, we call your special attention to just one of the numerous recommendations in The Forgotten Half -- the large potential of an effort to expand the concept of youth apprenticeship as a central building block in helping our young people succeed both in school and, afterwards, in the world of work. A December conference in Washington, DC organized by our Commission and co-sponsored by 36 other agencies and organizations addressed the potential of youth apprenticeship as an especially promising "pathway to success" for many young men and women. That meeting sparked continuing efforts in this direction by employers, educators, unions, and a variety of organizations interested in both strengthening the American workforce and making schooling more effective for young people. We strongly recommend that your Committee consider youth apprenticeship as part of your agenda for future inquiry.

Finally, we call to your attention the simple fact that almost every nation in the world with a modern economy does much more than the United States to provide for the two major

needs you are addressing - 1) Opportunities for children and young families to be insulated by public policy from the most dire effects of poverty on their lives, and 2) Opportunities for youth to move into the country's labor market without the many wasteful years of floundering in dead-end and part-time jobs that today characterize their first years of employment and too often lead to frustration, failure, and a variety of social pathologies.

Accompanying this statement is a recent article by Harold Howe which offers some thoughts about the importance of families in all of the matters discussed here.

We commend you, Mr. Chairman and the Committee, for addressing these complex and extraordinarily important matters. That you are willing to tackle these questions of unparalleled import not only speaks well for you but gives hope to all those who are working for a stronger and more just America.

Thinking About OUR CHILDREN AND YOUTH

Harold Howe II delivered the Manley Lecture at the 24th annual conference of the National Community Education Association in Seattle, Washington, on November 30, 1989. Frank J. Manley (1904–1972) was an educator whose vision launched the community school movement in the U.S. from his base in Flint, Michigan. The Manley Lecture, a traditional feature of NCEA conferences, honors his memory as it examines his ideas in their application to contemporary communities.

By Harold Howe II

FIRST OF ALL, I want to salute Frank J. Manley, in whose name this annual lectureship registers. He had an absolutely fundamental idea, the belief that education in our free society can reach far beyond the role of formal schooling for the young, and enrich the lives of all Americans—men, women, and children. A significant corollary of his concept is that the communities where such education is embraced will become places in which people of all ages will have the opportunity to grow in understanding of their world and of each other. The long-term result that Manley surely hoped would emerge was a combined leverage of community, school, and family on the lives of Americans, which would lend them new purpose, dignity, and joy.

Against this background of a vision we honor and respect, I shall use this platform to raise four questions:

1. What are our current views of children and youth?
2. How do we conceive of education today in the U.S.?
3. What changes in the circumstances of our young people affect them most powerfully?
4. What strategies might we employ to broaden and deepen our thinking and action on behalf of the young and the institutions that serve them?

By way of offering you an insight into my sources for attempting to answer these questions, I should tell you that I have been a practicing educator all my life in a variety of settings—schools, universities, and state and

national education agencies. I have not done new research to seek answers to these questions. I have, however, had the opportunity for an unusual experience in the last three years. Through the generosity of the William T. Grant Foundation in New York, I have chaired a study of American youth that tried to answer two questions: *what do we know from good research about the needs and problems of our young people?* and *what more might we do for them based upon our knowledge?* A group of 19 representative Americans worked together with an able staff to explore these questions. Their responses are published in two reports, each entitled *The Forgotten Half*. Although we focused our work on those in the 16-24 age group who do not attend college, we necessarily became involved with family-, community-, and school-related issues of earlier years, as well as with issues that concern all youth. I mention this activity because it is only fair to let you know that it has had a powerful effect on my thinking. In a broad and general sense, I have moved from the position of seeing schools as the main arbiter of the life chances of our children to a much greater emphasis on the importance of families and communities in that equation. Having warned you about my new prejudices, let me move directly to the first of my four questions.

1. What Are Our Current Views of Children and Youth?

"What most Americans are familiar with are media images painting a picture of a troubled younger generation beset by drugs, crime and teenage pregnancies. Such images suggest a generation on the skids, one which will not live up to the standards of the generations that have gone before."[1] This stereotype of American youth does them a disservice, and involves us all in the danger of creating a self-fulfilling prophecy.

Although the problems of drugs, dropouts, delinquency, and irresponsible sex do affect the lives of some of our young people, there is no reason

[1] This and all other quotations in this paper not otherwise noted come from *The Forgotten Half* by the William T. Grant Foundation Commission on Work, Family and Citizenship, 1988 (2 volumes).

Harold Howe, former U.S. Commissioner of Education, is a senior lecturer at the Harvard Graduate School of Education. He recently chaired the William T. Grant Foundation Commission on Work, Family and Citizenship. The Commission's final report, "The Forgotten Half: Pathways to Success for America's Youth and Young Families" (1988), and its related publications, can be obtained by writing to the William T. Grant Foundation Commission, 1001 Connecticut Avenue, NW, Suite 301, Washington, DC 20036, or by calling (202) 775-9731.

to turn them into a lost generation. Statistics show that more are staying in school longer; more are employed; fewer girls are premature parents; and drug abuse, while distressingly frequent, is not increasing. In addition, serious crime among the young is decreasing.

The picture we paint of our children and youth is incomplete without the inclusion of a wide spectrum of problems with which young people struggle. I suggest that we remember the following developments of recent years:

- The rapid growth of poverty among young families has critically marked children's lives. Today, one in five children experiences poverty as against one in seven 20 years ago. (I might add that the prognosis is for one in four by the year 2000.)
- The growth of single-parent families and a rapid increase in the employment of mothers have led to children's increased isolation from constructive influences by adults.
- Local, state, and national governments have failed to make adequate use of proven strategies that have been shown to enhance the lives of children. Most programs that were previously supplemented have been seriously reduced in recent years—either because other claimants got the tax dollars, or because political leadership viewed new taxes to benefit citizens who couldn't yet vote as a waste.

We must learn to think of expenditures to support the health and well-being of the young, in both the private and public realms, primarily as *investments* in the future, not as costly *burdens*. To some degree, we are moving in that direction, but far too slowly. By comparison, a November 11, 1989 article in *The New York Times* carried the following observations by an American group that visited France and issued a report about that country's initiatives on behalf of children:

> Coming from a country mired in turmoil over child care, it was striking to see in France a shared consensus about the importance of children, and the willingness to put the necessary financial resources behind it.
>
> [The report concluded that France is] a country at a level of economic development similar to that of the United States, but far ahead of us in insuring that its young children are well and safely cared for.
>
> "It all adds up to a systematic approach to young children," said Hilary Rodham Clinton, a delegation member who is a lawyer and chairman of the Children's Defense Fund, an advocacy group. "The problem in the United States," she said, "is that we have no approach." [I might add that Hilary was a Commission member for the William T. Grant Foundation study.]
>
> "We have seen the future and we're behind," [said David Elder, a member of the group.]

This mode of thinking about our children as an investment rather than as a burden has found support from a few business leaders in the U.S. Looking to the long-term future of economic competition on a worldwide basis, and at the same time viewing the growing proportion of potential workers whose horizons are limited by poverty, discrimination, and ineffective schools, these executives are advocating increased expenditures on health, nutrition, child care, and schooling. A report issued by the Committee on Economic Development bears witness to their interest; its title is *Investing in Our Children*.

Indeed, some of this type of thinking appeared at the recent "summit"

BEST COPY AVAILABLE

meeting on education of President Bush and the governors in Charlottesville, Virginia. It remains to be seen whether their rhetoric will be matched by their commitments. We have a long way to go in getting our citizens and our leaders to think in realistic terms about the needs of children and youth in America.

2. How Do We Conceive of Education Today in the U.S.?

Almost without thinking about it, we Americans have so narrowed our view of education that we have increasingly ignored two major aspects of it, while giving almost all of our attention to one of them. Let me try to explain what I mean by this puzzling generalization.

A major unwritten assumption of the present school reform movement in the U.S., in all its vigor and diversity, is that schooling can fix up the kids if schools are properly organized and run. Compared to the attention we are giving to schooling, our interest in families and communities, and the kind of community-wide education community educators represent, is meager. With a few exceptions, one of which I have already noted in the work of the Committee on Economic Development (to which I would certainly add the Children's Defense Fund), we are proceeding with school reform as if we could fix the schools so they can repair the kids *no matter how much damage is done to them in family and community.* In other words, we don't seem to regard the family and community as educational agencies with real responsibilities for providing learning. We want to turn it all over to the traditional school.

To the extent that this observation is true, it is self-defeating, unrealistic, and destructive. In some instances, all three of these negatives would have to be applied. One reason for the development of such a view can be found in our new pattern of both parents working to provide a decent economic base for the family. Am I arguing that this practice should be limited? Certainly not. But I am arguing for all sorts of endeavors to rebuild the educational role of the family and the capacity of the community to join with it in the lives of children and youth and their parents.

Certainly the single most destructive recent trend for young American families has been the growth of poverty. Poverty gnaws at a family's effectiveness as the educator of children. Both living conditions and time available for children dictated by poverty inhibit what poor families can do for them. Poor parents love their children as much as any parents; but their incapacity to provide them with a decent environment for living or even the necessities of life, as Americans define them, erodes the positive power of affection.

A relatively new piece of legislation about to go into operation is the Family Support Act of 1988. Whether it will achieve its purpose of helping young families out of poverty by preparing parents for jobs and finding them positions with a future is almost entirely dependent upon adequate funding by both states and the federal government. Yet the vigorous support of this promising attack on poverty was, as far as I can determine, not even mentioned at the Charlottesville summit. Could it be that when the President and the governors have an education agenda, they think only of schooling? If that is so, their thinking about education is both narrow and flawed.

The responsibility of communities and neighborhoods for the education of our young is all too easily seen as the business of the schools, and the schools alone. Yet all of us know, if we take the time to think about it, that a great variety of community agencies are significant for the development of young people. Playgrounds, libraries, organized recreational services, the many faces of churches, synagogues, and other places of worship, after-school activities and related programs (as initiated by Frank Manley), large national organizations such as the Boys' Clubs, Girl Scouts, 4-H Clubs, mental health agencies and other social welfare programs, and all of the endeavors that march under the banner of *community education*—all these and more create an intricate web of opportunities that encourage the growth toward maturity of children and youth. That's what education is all about—not just learning algebra, or when to use commas, or locating Brazil on the world map. Sometimes such agencies and activities can join to bolster families that are failing their children. Both public and private resources combine to build the warp and woof of this web that profoundly affects the future life chances of the young. Our schools can have similar effects. But unless they are joined with the support provided by family and community, the safety net we all want for our children will be full of holes.

Could it be that when the President and the governors have an education agenda, they think only of schooling? If that is so, their thinking about education is both narrow and flawed.

A major recommendation of the William T. Grant Foundation Commission that I'm certain Mr. Manley would applaud is improved coordination and planning of the activities of the many agencies and programs that serve children and youth. Young families have serious problems merely finding out about the resources available to them in a community. Youngsters with multiple problems may find themselves jerked to widely separated places, where multiple bureaucracies that are not in communication with each other try to provide them with assistance.

Looking around the U.S. for two years, we found some interesting activities designed to deal with this issue. You will find these described in our reports, not as examples of projects that have been carefully evaluated, but as local innovations that at least offer hope for diminishing the confusion. Here are some general descriptions of three models:

1. *Community level* consortia of many varieties, that include both private and public agencies, some of them working broadly to serve the larger needs of children and youth, and others focusing on making a particular need (such as job-finding or access to advanced

education) more available. Initiatives in these realms come from mayors' offices, business leaders, school leaders, and elsewhere. In several areas of Florida, a very low level property tax supports countywide endeavors to make comprehensive youth programs more available.

2. *Statewide* reviews of services for children and youth to create better coordinated planning of their needs throughout each state. In effect, this is an effort to create greater awareness of what's going on, so that gaps can be identified, duplications discouraged, agencies alerted to each other's roles, and current funds used more equitably and efficiently. Such surveys have emerged in Illinois, California, and a number of other states. Harold Richmond at the University of Chicago has been a leader in researching and collating this information.

3. On the *national front*, nine major organizations—including the American Public Welfare Association, the Council of Chief State School Officers, the National Alliance of Business, and the National Governors' Association—banded together for a joint publication entitled *New Partnerships: Education's Stake in the Family Support Act of 1988*.[1] Among their central objectives were the following: (a) To forge critical connections between schools and other support services. (b) To build a more comprehensive and effective system for all youth and adults at risk, and (c) To reduce the number of at-risk learners through early interventions in families and communities, designed to prevent the development of social pathologies among the young.

This topic of providing better coordination and improved availability of the many services we provide for the young is not a new idea. It has been around for many years, and most people in service agencies with a concern for young people are bored with it. They accept the continuing turf battles among rival agencies as inevitable.

Yet, as the song goes, this "ain't necessarily so." Particularly at the local level, it is quite possible to cut the Gordian knot of complexity, rivalry, and inefficiency. It's time we started working on this front in most communities. But there is one point at least in stirring this pot at the national level. I can't help wondering whether the participation of the National Governors' Association in the *New Partnerships* publication is a signal that at the next "education summit" planned for February, the governors might declare as one of their goals the reduction of poverty in the U.S. through vigorous implementation of the Family Support Act of 1988. Nothing could do more for education in this country. The governors must learn to think of families as educational institutions that are as important as school.

[1] This publication is available from the William T. Grant Foundation for $1.00.

3. What Recent Changes in the Circumstances of the Young Affect Them Most Powerfully?

I'd like to document further the significance of poverty in eroding the educational base provided by the family, with particular reference to the place of young families in American society during the last 25 years. To quote from the *Final Report* of the W.T. Grant Foundation Commission: "One of the cruelest myths of contemporary American life is the claim that our economy is healthy because unemployment is relatively low. Employment data obscure the radical job market changes of recent years: the increase of one-parent families, the growing number of working poor and part-time workers, as well as the large number of people who have simply stopped looking for work. Non-college-bound young people, in particular [and therefore, their children], are beset on every side with circumstances that severely limit their prospects. . . . The institution of the young family has become dangerously instable." Here is some evidence on these points:

The median income in comparable dollars of families headed by 20-24-year-olds fell 27 percent from 1973 to 1986. No other age group suffered a similar reduction.

The proportion of 20-24-year-old males able to support a family of three above the poverty line declined during the same period by 25 percent.

In 1986, about 33 percent of all families headed by a person under 25 was in poverty—double the rate that existed in 1967. The proportion of impoverished black families was even higher.

The prevailing response to the problem of children created by this situation in young families is simplistic. It says: "If these kids would shape up and work harder in school, they could find jobs and become better off." That is a half-truth. It is flushing down the drain thousands of the young people whose fortunes *can* be improved. The combined forces of school improvement, a direct attack on poverty through the Family Support Act, and considerable rethinking about how our communities help and support the young, can make a difference that schools by themselves cannot produce.

Another recent change in the lives of children and youth is a decline in the opportunities they have to associate with adults in ways that are rewarding to them. When one asks young people today what they want from adults, the most common answer we found was "a chance to talk." In the hustle and bustle of both parents working and commuting to work, in the enervating loneliness of watching TV with parents but not exchanging thoughts and feelings, in the competing demands for youth's time at school, in part-time jobs, and in peer group rituals, we have increasingly discounted the value of family associations as a path to maturity. Good research reports the decline of this significant element in the lives of the young. We have not found ways to give them responsibilities that provide them with tasks that matter to adults as well as to themselves, and so contribute to their self-esteem while building their maturity. Too many of the part-time jobs they get are strictly routine and offer little opportunity for leadership. Frequently they are supervised by other kids whose exercise of authority is unconstructive, and often breeds resentment. Our main message to our teenagers has been: "Stay out of trouble; don't do the things we adults do because they are bad for you; work hard in school because that will prepare you for life, even though the people in school can't explain to you the usefulness of the things you are learning there." I assume that you are sufficiently familiar with the responses of our youth to such messages to make it unnecessary for me to elaborate them here.

If we have an unconstructive teenage culture, as some think, we are responsible for it. Within the context of schools, communities, and families, it can be changed. Our *Final Report* carries numerous examples of efforts to achieve that purpose—some of them quite successful. The main point to make about the separation of the generations in American society is that adults must ask themselves what they can do about it in their families and communities. There is surely a major potential response to such a question within the community education movement. There is no way that personal interest in the rising generation can be legislated. There is no way we can fool kids into thinking we are interested in them if we are giving only lip service to such interest. At stake in the relationship between generations is the capacity of the next generation to take responsibility for an increasingly complex world and way of life. Preparing them for that challenge is a challenge to all of us.

4. What Strategies Can We Use To Help Our Children and Youth and the Institutions That Serve Them?

So far I have said very little about schools and how they can be improved. Indeed, the only point I have made about them is that it is foolish to believe that the schools alone can repair all the damage done to young people by overwhelming circumstances in their families and communities. But schools have a great contribution to make to the learning and development of children and youth, and they can do better than they are doing now, even though there is evidence of progress.

I have never been a member of the gloom-and-doom club of school critics. While I am quite willing to grant that the rhetoric of *A Nation at Risk* awakened considerable useful interest in the schools, I also thought and still think that anyone who took it literally, was, as the Australians say, slightly bonkers.

We have three big jobs to do in our schools, and we can do each of them better than we are doing now. One is to improve the levels of skills acquired, learning promoted, and capacities for thinking and self-education developed right across the board for all students. A second is to make sure that in working on the first job, we enhance much more successfully than we now do the school performance and participation of those who come from the less fortunate groups in American society. Third is the task of making our schools social as well as academic institutions. Schools must assume their share of the tasks of helping our children and youth develop into responsible citizens, effective workers, and people who understand the obligations as well as the privileges of democratic freedom.

My general opinion (and here I speak for myself rather than for the Commission I chaired) is that our school reform movement has made some progress on the first job; has scratched the surface of the second; and hasn't really found many ways to address the third. For the purpose of these remarks, I want to focus on certain aspects of the second point—the tough job of adjusting our schools to the needs of the least fortunate among us. Our Commission's two reports have much to say on this subject, and the best I can do here is to give you some flavor of it, drawn in large part from our publications:

More persuasive preschool programs are an absolute necessity for disadvantaged children, and highly desirable for all children. We know how to organize and run these. The state and federal governments should get together on a comprehensive strategy in this realm, akin to the French model cited earlier.

A much enhanced use of work/study programs for secondary school and community college students is needed. Students in apprenticeships and other arrangements do not need to forego the prospect of college in taking these programs. They can prepare for work and college at the same time. Employers can make a major contribution to such efforts.

Greatly strengthened "second chance" programs are needed in every community. These should draw on what we have learned from alternative schools and anti-dropout programs. Public schools have as much an obligation to their dropouts as to their attendees.

Narrowly academic approaches to learning dominate our schools and must be augmented by learning through experience. More emphasis must be placed on motivating learning as school reform proceeds so that teaching strategies have more significant appeal to youngsters than our commonly used chafing for failure. (What a way to encourage learning!)

Schools need connections to other agencies serving the young. They cannot run all those services, but they can encourage youngsters to use them, and help youngsters find them. Providing a variety of services in or near the school often makes good sense.

The school itself must be an institution that works as a community. This is the most powerful way it can cultivate citizenship. Kids must feel it is their community, that they have helped to shape it and bear responsibility for it.

A strong connection between schools and parents is essential. There are many experiments under way to explore the ways to build this connection. Employers can help to make the connection possible. So can teachers' unions. At the very least, there must be parental support for the purposes of the school, and an understanding in schools of the problems of parents.

I am quite aware that two major topics tossed around at the "education summit" are not on this list—*restructuring* and *choice*. Our Commission did not address either of these directly, although some of our recommendations clearly assume the acceptance of both. Again speaking for myself, I think there are numerous useful possibilities under the banner of "restructuring," and I hope that educators can become more informed about what it means. "Choice" for me has some of the qualities of patriotism—a good thing that can be easily overdone and cause much mischief. I do not regard it as the millennium for schools that its most vocal adherents suggest, but used with care and planning, it may encourage better schooling in some circumstances.

Two major strategies with genuine potential for reducing the isolation of young people and for giving them constructive contact with adults are *mentoring programs* and *youth service activities*. Both of these have to some degree become bandwagons among the many efforts to do a better job for our children and youth. In a sense, mentoring—the deliberate pairing of a young person with a volunteer

BEST COPY AVAILABLE

adult to create a relationship with real meaning for both—is mainly an effort to augment what families usually do. Youth service, on the other hand, tries to involve the young in helping adults meet real community needs, sometimes in highly organized groups called "youth corps" and often in less structured settings.

Our Commission strongly encouraged the expansion of youth service activities. After visiting several youth corps groups in New York and California, and examining the evaluations that had been made of several others, we became convinced of two things:

> For young people who are not finding their way to either promising employment or further education, a period of youth service in a highly structured program, offering both useful work routines and the opportunity to refurbish learning skills, can get many of them back on the track; and
>
> A less structured, community-based model of youth service, involving all young people in voluntary projects addressing local needs, can help build good citizenship among the young, promote the development of constructive youth-adult relationships that often are scarce, and help make a community a better place for all who live in it.

The growth of youth service programs under the sponsorship of states, cities, school districts, and many private agencies is a positive sign about the willingness of Americans to respond to the needs of the young. The Congress is currently considering legislation on this subject and so is President Bush. It's a concept whose time has come.

Mentoring—named for Odysseus' friend Mentor, who looked out for his son Telemachus while the father was away—is rapidly being revived in our society, as many parents devote less time to being with their children, and as many young people lose opportunities to spend time with their parents due to broken families. Mentoring is institutionalized in the Big Brothers and Big Sisters organizations, and in numerous other programs like them. It has gained the increasing attention of business organizations, building on the model of the I-Have-A-Dream Foundation. It takes many other forms as well, including collaborative learning, peer counseling, mentoring by college students, and the use of retired people as mentors to the young. It is important to note that there has not been much evaluation of the activity—of how mentoring really works, of who make the best mentors, of why mentor relationships may tend to break down over time, and many other related issues. The growth of this practice has proceeded mainly on the theory that it's a good idea.

Public schools have as much obligation to their dropouts as to their attendees.

There is some evidence that mentors and role models may be different concepts, and that the best mentors may *not* be our visible leaders, on whose lives youngsters may pattern their own. This evidence suggests that individuals who have struggled and survived, who may have experienced poverty, or contended against other personal and social obstacles, often make the most influential and understanding mentors.[1]

CONCLUSION

In closing these remarks, I want to return to Frank Manley, whose example should be an inspiration to all of us. He was a physical education teacher in the public schools—not a wealthy or famous person with the advantage of visibility. If he were alive today, the media would be unlikely to identify him. Yet he launched an idea that became a movement, and here at this meeting are people from all over the U.S. and Canada gathered in the cause he created. Every one of you has some leverage in your own community. Every one of you can become a Frank Manley in contemporary form. Your capacity to bring people together to think about our children and youth is all that you need to add momentum to the efforts that already exist.

There is a tendency in these times for people to polarize around the question of where action should start. Some insist that we will never do what is needed unless the federal government becomes centrally involved, and that there's little we can accomplish until that happens. Others insist that community action at the local level is the answer, and that nothing will be achieved by what they call "throwing money at the problem" from the federal purse.

I think that both of these responses are misguided. Every level of the public sector—national, state, and local governments—must become deeply involved in helping our children and youth to mature successfully. Likewise, the private sector, in both its profitmaking and nonprofit modes, must take part in this effort. There is no excuse for not acting. The future of our republic is at stake.

John Gardner, former Secretary of the U.S. Department of Health, Education and Welfare, made a telling point when he said:

> Too often, the citizen active in community affairs is essentially a dabbler, never getting in deep enough to have any effect; never getting far enough below the surface to understand how the machinery works in whatever activity he is trying to change; just lingering long enough to sign the committee report, not staying long enough to see what the consequences of the report are.[2]

If we pick up this challenge in our communities and get to work on behalf of our children and youth, we will not only illumine President Bush's "thousand points of light" across the land, but we will also create a beacon that will gleam in the sky over Washington, D.C., and awaken both the Congress and the President to their obligations to children and youth. There are things to be done that don't cost much money. There are other things to be done, that we know will work, that cost a great deal of money, and yet are worth it. The way to advance national initiatives for children and youth is to create so much action in our communities that the President and the Congress will decide to lend a hand. □

[1] Public/Private Ventures, a nonprofit agency in Philadelphia, has conducted research on these issues. For further information, write to Public/Private Ventures, 399 Market Street, Philadelphia, PA 19106, or call (215) 592-0996.

[2] John W. Gardner, *No Easy Victories*. New York: Harper & Row, 1968, p. 139; quoted in the *Final Report*, p. 58.

STATEMENT ON THE STATUS AND NEEDS OF HISPANIC FAMILIES AND YOUTH PREPARED BY SONIA M. PEREZ, POLICY ANALYST, POLICY ANALYSIS CENTER, NATIONAL COUNCIL OF LA RAZA

I. INTRODUCTION

The National Council of La Raza appreciates the opportunity to submit this statement on the needs of America's families and youth.

The National Council of La Raza (NCLR) is a Washington, D.C.-based national organization dedicated to improving life opportunities for Hispanics in the United States. NCLR serves as an umbrella organization for 128 "affiliates" -- Hispanic community-based groups which provide employment, education, health, housing, immigration, and social services to about one million Hispanics annually.

This statement provides an overview of the economic status of Hispanic families and youth and describes three recent NCLR reports focused on issues central to understanding and improving Hispanics' social and economic status: education, training, and strategies focused on single mothers.

II. OVERVIEW

Data from the U.S. Census Bureau indicate that, in 1989, Hispanics totaled 20.1 million -- or 8.2% of the U.S. population. The U.S. Hispanic community is multiracial and diverse. The four major Hispanic subgroups are Mexican Americans (62.6%), Puerto Ricans (11.6%), Central and South Americans (12.7%), and Cubans (5.3%). In 1989, 92% of Hispanic households were in urban areas.

Two facts highlight the needs of Hispanic families. First, Hispanics are a young population. Their median age of 25 is seven years younger than that of non-Hispanics. Second, Hispanics are more likely to be poor than non-Hispanics. In 1989, one in four (23.7%) Hispanic families lived below the poverty line, as compared to less than one in ten (9.4%) of the non-Hispanic population. The youthfulness of the Hispanic population and its current socioeconomic status portend dire consequences for an entire generation of young people -- as well as for the nation in which they will play an increasingly important role.

A. Recent Trends

As NCLR's 1989 report *The Decade of the Hispanic* illustrated, the socioeconomic status of Hispanic

families has grown progressively worse in the past decade. In fact, Hispanics are the only racial/ethnic group to have experienced no improvement in their socioeconomic status during this period, when other groups experienced at least moderate economic gains. Specifically:

- In 1988, Hispanics were 23% more likely to be poor than they were almost ten years earlier;
- The median family income for Latinos in 1989 was $21,800 -- two-thirds that of non-Latino families ($31,300); and
- Almost one quarter (23.1%) of Hispanic families are maintained by women; half (49.1%) of these families lived in poverty in 1989. Among Hispanic subgroups, Puerto Ricans had the highest rates of female headship: almost two in five (39.6%) of these families were maintained by a woman with no husband present. The poverty rate for these families is even more acute: almost three-fifths (58.3%) of these families were poor in 1989.

B. **The Current Status**

Hispanics current social and economic status remains low. For example,

- Although Hispanics have higher labor force participation rates than non-Hispanics, the median income of Hispanic married-couple families equalled only about 70% that of White married-couple families in 1988. In fact, more than one in five (22%) Hispanic working families with related children were poor in 1988 compared to less than one in ten non-Hispanic working families.
- The majority of poor Hispanic families are the "working poor." According to the Center on Budget and Policy Priorities, in 1988 more than three in five (62.2%) poor Hispanic families had at least one working member. Moreover, Center data also show that nearly two of every three (64.3%) poor Hispanic families with children had at least one employed individual, yet were unable to escape poverty.
- Hispanic children are likely to live in a working poor or single parent family. Not surprisingly, almost two in five (37.6%) Hispanic children, compared to one in six (17.3%) non-Hispanic children, were poor in 1988. That rate is even higher for Puerto Rican children: almost half (49%) lived in poverty that year. In addition, according to the March 1989 Current Population Survey:
  - Among the more than one quarter of Hispanics living in poverty in the United States in 1988, almost half were children under the age of 18.
  - While Hispanic children comprised 11% of all children in the country, they accounted for 21% -- or one million -- of all children living in poverty last year.

III. POLICY ISSUES

The National Council of La Raza has released three recent reports on issues central to improving the opportunities for Hispanic families and youth. *Hispanic Education: A Statistical Portrait* provides a profile of the educational status and needs of Hispanics. *Falling Through the Cracks: Hispanic Underrepresentation in*

JTPA describes the participation of Hispanics in the Job Training and Partnership program and the policy changes that could improve this participation. *On My Own: Mexican American Women, Self-Sufficiency, and the Family Support Act* describes the challenges facing Hispanic single mothers. The following are highlights from these three reports.

A. ***Hispanic Education: A Statistical Portrait***

Hispanics are the most undereducated group in the United States. About 43% of Hispanics aged 19 years old and over are not enrolled in high school and have no high school diploma. Among Hispanics aged 16-17, almost one in five (19.5%) has left school without a diploma, compared to less than one in 16 Blacks (6.0%) and one in 15 Whites (7.1%). In the area of higher education, only 10.0% of Hispanics 25 years and over have completed four or more years of college, compared to 11.3% of Blacks and 20.9% of Whites.

There are a range of actions that Congress, the Department of Education, the Executive Branch, and state and local education agencies can take to address the crisis in Hispanic education, such as:

- Full implementation and careful monitoring of the Executive Order on Hispanic Education;
- Increased and better targeted federal funding for Head Start, Chapter 1 and Bilingual Education programs;
- Promotion of participation of economically disadvantaged and limited English proficient Hispanic children in Head Start and other appropriate early childhood education-related programs;
- Delivery of education services -- enrichment programs for students, college counseling and literacy development -- through community-based organizations and other entities with proven track records of serving an Hispanic clientele; and encouragement of partnerships for delivery of such services between communities, schools, and the corporate sector. NCLR's Project EXCEL (Excellence in Community Educational Leadership) is an example of a nationwide demonstration program testing six community-based education models at 32 sites in 18 states and the District of Columbia. Preliminary Project EXCEL data suggest that these student-based programs -- which typically cost less than $50,000 per year to serve between 30 to 50 students -- can lead to significant measurable improvements in student performance, as well as increases in parental expectations of and involvement in their children's education;
- Development of a comprehensive data base on Hispanic educational statistics and on participation and eligibility rates of Hispanics in education-related programs at the federal, state, and local levels, as well as timely dissemination of such data.

B. ***Falling Through the Cracks: Hispanic Underrepresentation in JTPA***

Hispanics are severely underrepresented in Job Training Partnership Act (JTPA) programs. Hispanic participation in JTPA has been lower compared to previous federal training programs including some predating its predecessor, the Comprehensive Employment and Training Act. For example, Hispanics comprise 21% of the eligible population of youth dropouts, but 14% of those who successfully complete JTPA. About 25% of Hispanics who go through JTPA do not find employment.

NCLR recommends that Congress:

- Clarify and re-define target populations to more closely reflect the characteristics of the individuals who need services;
- Mandate the use of community-based organizations in the design and delivery of services to the hard-to-serve and their participation on Private Industry Councils;
- Mandate that no less than one-half of the 6% set-aside used by states to provide incentive grants for programs exceeding performance standards be used to reward programs for serving hard-to-serve individuals;
- Raise the cap on supportive services, work experience, and needs-based payments;
- Increase appropriations for JTPA.

C. ***On My Own: Mexican American Women, Self-Sufficiency, and the Family Support Act.***

Staff from NCLR's Poverty Project conducted focus group discussions with 57 Mexican American women in four low-income communities. All of the women were under age 21; 75% had never been married. Approximately half (47%) of these women receive benefits from the Aid to Families with Dependent Children (AFDC) program. Although the findings from this study cannot be generalized to the Hispanic population overall, they do suggest some policy and research issues which require attention.

The women in these focus groups were primarily concerned with a lack of good jobs. In the words of one woman from Pharr, Texas, "The types of jobs available don't pay enough to live on." According to the Census Bureau, in 1989, the poverty rate among working Hispanic single mothers was 38.5%. These young women were also concerned that available jobs did not provide benefits, such as health insurance. The Children's Defense Fund has found that in 1984, 30% of Hispanic adolescents and 44% of Hispanic young adults had no health insurance.

These women were also concerned about access to jobs. For example, these women described the difficulty of getting a job when they had training but no relevant work experience. They also described the problems with financing child care and with finding child care which they considered acceptable. "I made my boyfriend's mother go out and become a [certified] day care mother because I was so worried about leaving them with someone," commented one young woman. "I bought everything for her. I stayed broke one month just to do it because I was so worried about the kids." The women in these focus groups also faced transportation problems. As one woman from Phoenix suggested, "Transportation would be real important, if they could help us with that."

Staff of local organizations in these four sites also emphasized the difficulties of developing programs without involving community organizations. One woman commented that "there was this great school program for teenage parents, but it was on the east side and no one wanted to go over there because they didn't feel comfortable in a Black neighborhood." Another argued that programs "should find those people in the community who are respected and trusted and use them as channels of communication."

IV. CONCLUSION

Taken together, these three reports, as well as other social and economic status indicators, demonstrate the significant disadvantage facing Hispanic families and youth. They also highlight opportunities that can be offered to Hispanics, and the ability of Hispanics to turn such opportunities into rewards for themselves and the nation. We commend this committee for its attention to these critical issues and welcome further interaction.

American Academy of Pediatrics

THE NEEDS OF AMERICAN CHILDREN AND YOUTH

It is a terrible mistake to put at risk, for no good reason, America's most precious assets, its children. All children, regardless of the income level of their parent(s), deserve and need appropriate nutrition and health care, a safe place to live and a quality education. The American Academy of Pediatrics represents 40,000 pediatricians who are committed to the promotion of infant, child and adolescent health. Investing in programs for children greatly improves the chance for each child born in the United States to develop to their fullest potential and become a healthy, productive citizen.

Fortunately, most of our children are born healthy and continue to thrive if they have access to and receive basic health care services. But far too many of our infants and children die needlessly, or suffer from disease, disability, injury, or abuse. We need a national policy which supports families and promotes the healthy growth and development of every child.

We applaud the committee's interest in reviewing programs for children and recommend the following areas for your close attention.

Preventive care, early treatment of acute illnesses, and accessible, affordable primary care are the health services to which too many children do not have adequate access. Often, these services can eliminate the need for more costly procedures and can minimize the extent of hospital care required.

Lack of preventive care can lead to dire consequences. Studies show that uninsured children are approximately 20 percent more likely to be reported in poor health and are less likely to be immunized than those with insurance. One in three poor children is not immunized at age two against rubella, measles and mumps. Coincident with declining immunization rates, epidemics of measles are occurring in many cities throughout our country with as many as 30,000 cases and deaths of 60 children reported in 1990. The number of reported cases of mumps is also rising. This is particularly disturbing considering that public health officials anticipated eradication of measles by the year 2000.

Lead poisoning, another problem that can be minimized or eliminated through preventive health services, poses another major health threat to our children. Virtually all children in the United States are exposed to lead that has been dispersed in air, dust and soil by the combustion of leaded gasoline. Several hundred thousand children, most of them living in older houses, are at risk of ingesting lead-based paint as well as lead-bearing soil and house dust contaminated by the deterioration of lead-based paint. The significant harm to the health and educational potential of our children could be alleviated with abatement, screening, early detection and treatment.

While some aspects of the infant mortality puzzle remain unsolved, the wisdom of feeding pregnant women and infants is without question. The Academy strongly supports the Special Supplemental Food Program for Women, Infants, and Children (WIC), which provides food supplements, nutrition education and counseling and coordination with ongoing preventive care for vulnerable groups. The national WIC evaluation study demonstrated significant benefits of the program on participation in prenatal care and on reduction in fetal and early infant deaths. The study also demonstrated that participation improved the dietary status of women, which can influence future pregnancy outcomes.

The WIC program has been successful in improving the health and reducing the morbidity in infants and children. The success of the program should be extended to those eligible individuals not being served... currently 50 percent.

Prenatal care deserves special mention. Over 14 million women of childbearing age do not have insurance for prenatal care, maternity care or both. One out of every four pregnant women receives no prenatal care during her first trimester. As a result, undetected problems may unnecessarily complicate pregnancies. Lack of counseling about proper nutrition and about the use of alcohol, tobacco, and drugs, can result in low birthweight babies and a high rate of infant mortality. In fact, our infant mortality rate places us 22nd among the nations of this world. We must act now to reverse this unacceptable rate of fetal loss and demonstrate our willingness to provide future generations with the healthy start which they deserve.

For infants and children with disabilities, the Academy recommends a nationwide system of comprehensive early intervention services. Such an approach, as outlined under the Education of the Handicapped Act, would ensure that the needs of these children are appropriately identified, evaluated and diagnosed so that necessary services can be prescribed and initiated. Early intervention can affect school readiness and improve a child's opportunities.

With the foundation laid for a healthy birth and the provision of appropriate preventive health services, a child's educational needs must be considered next. Head Start, the federal program which provides low-income preschoolers and their families with an array of education, nutrition, health and social services, plays an important role in the overall health care of our children. It has been repeatedly proven in its 25 years of operation that Head Start is successful in helping disadvantaged children learn social skills and basic lessons needed to get them ready for school. Currently only 20 percent of eligible children are being served by Head Start, but legislation enacted last year will bring all eligible children into the program by 1994. It is important that necessary funds be appropriated for this program in coming years.

In conclusion, the Academy concurs with the committee's decision to invest in programs for children and families designed to prevent or alleviate the cycle of poverty and despair. It is time for the United States to become a nation that makes the health and well being of children its highest priority. We look forward to working with you to give our children the chances they deserve.

41-187 0 - 91 - 7

PREPARED STATEMENT BY MARIE MATAVA, COMMISSIONER OF THE MASSACHUSETTS DEPARTMENT OF SOCIAL SERVICES ON BEHALF OF THE AMERICAN PUBLIC WELFARE ASSOCIATION'S NATIONAL COMMISSION ON CHILD WELFARE AND FAMILY PRESERVATION AND THE NATIONAL COUNCIL OF STATE HUMAN SERVICE ADMINISTRATORS

This testimony is submitted by Maria Matava, Commissioner of the Massachusetts Department of Social Services on behalf of the American Public Welfare Association's National Commission on Child Welfare and Family Preservation and the National Council of State Human Service Administrators. APWA represents the cabinet-level officials in the 50 states responsible for administering publicly-funded human services, including the child welfare, foster care, independent living, and adoption assistance programs.

The purpose of this testimony is to outline the recommendations of the APWA's National Commission on Child Welfare and Family Preservation, of which I am a member. These recommendations were released on January 7, 1991 and provide a new framework for children and family services: a framework that is more responsive to families' needs and can help families before they are in crisis.

For the last two years the Commission -- represented by the individuals vested with the public responsibility to oversee child protective services, foster care, and adoption -- has been examining the complex pressures and changing realities of public child welfare through testimony from over 40 witnesses at public hearings across the country and consultation with experts in the field of child welfare. The recommendations released last week may require fundamental shifts -- in both actions and philosophies -- before this new approach can become a reality. But we are committed to the belief that the family is the single most powerful influence for ensuring children's healthy social development and mental and physical well-being, and that troubled families often require support to help prepare children for adulthood. Our children's future, the future of our families, and the future of our nation, depends upon this commitment.

A Statement of the Problem

The problems we need to address are well known. Last year our agencies received 2.4 million reports of child abuse and neglect -- more than twice the number in 1980. We are placing more children in foster care today than at any time in the 1980s. There were 360,000 children in substitute care in fiscal 1989, nearly 30% more than in 1986.

Our families are being devastated by the crack cocaine epidemic -- it is the largest single factor driving the upsurge in abuse and neglect reports and foster care placements. In Illinois, the number of substance affected infants jumped by 403 percent between 1986 and 1988. In California, the number of children with parental alcohol or drug dependency involved in CPS cases increased by nearly 83 percent over three years.

There are other statistics that are less familiar. Last year the Commission surveyed child welfare services and staffing across the country to obtain a baseline on what is actually available (Factbook on Child Welfare Services and Staff, American Public Welfare Association, 1990). Of the 40 different child welfare services listed, only three -- only three -- are available uniformly statewide: child protective services, foster care, and special needs adoptions. Ranking at the bottom of services in terms of availability are intensive home-based services, the preventive services that have been proven effective with troubled families.

Almost 90 percent of the states reported difficulty recruiting and retaining child welfare staff; and in far too many instances staff have insufficient training, are overburdened with huge caseloads, and face rapid burnout. Understandably so: some of us routinely send caseworkers into neighborhoods and homes that local police hesitate to enter.

The Commission's proposals attempt to combat what we know is happening to children and families. If we value families because they are where and how children grow best, we must support families. The following spells out the Commission's prescription for how we, as a nation, can do that.

Supporting Families for Healthy Child Development

All families need some help at some time. That fact underlies the first component in our proposed new framework for children and family services. Whether it is a need to have a question about parenting answered, or a referral for child care, families need a place to go or a resource to call, nearby, in the neighborhood.

Component I, Supporting Families for Healthy Child Development, offers an array of primary prevention programs and services to families in neighborhoods. Locally controlled, the programs would respond to community needs and provide all families with opportunities for healthy growth to prevent the need for more intensive or intrusive services. Services offered would be voluntarily selected by families to meet their individual needs and interests. They would be available to any family that wants to participate. They would be nonjudgemental and would build on family strengths and their capacity to meet children's needs. They would be available through community service networks that reflect local needs and interests.

The Commission commends Congress for passage of the Family Resource and Support programs authorized through the Human Services Reauthorization Act of 1990. While we question how far $30 million will go toward our vision of the development of these

programs in all communities across the country, we applaud the recognition of the value of these programs to support all families.

Today there are good models that reflect this approach, but they are few and far between. Our social institutions and government must see that every community offers early intervention services to families.

Assisting Families and Children in Need

The second component of our new framework, Assisting Families and Children in Need, is intended to offer assistance to strengthen and preserve families before their problems become severe. Families needing help may be experiencing more than one problem -- poverty, unemployment, poor health, homelessness -- or they may be suffering emotional or behavioral problems. Assistance would be organized to help the family as a whole with whatever unique set of difficulties exists. We must get away from the practice of compartmentalizing specific problems -- sending families here for medical care, there for housing help, yet another location for counseling.

Component II services would be voluntary, nonpunitive, and culturally responsive. Families would use the services when they are in need and their involvement would end when the problem has been resolved. Services would include a mix of prevention and early intervention programs, delivered through community-based services. Those services -- whether part of a centralized agency or multiple institutions -- will provide intake and assessment, referral to service providers, advocacy for service development and interagency coordination, and case management to assure that services are received and needs are met.

In order for this component to work, the capacity of many other systems, such as health, mental health, juvenile justice, substance abuse, education, and social and economic services, must be improved to ensure the delivery of coordinated, collaborative, family-focused assistance. The establishment of these services will also require a deliberate, up-front federal commitment of resources in the form of challenge grants to states to promote the development of the community-based statewide family service programs. The grants would require state and local commitments, including private resources in public-private partnerships.

Protecting Abused and Neglected Children

The third component of the Commission's proposal, Protecting Abused and Neglected Children, is the element that most closely resembles today's public child welfare system. Child protective

services is a public responsibility and that responsibility will remain; but to effectively serve children and families, CPS must be part of a much broader children and family service system and a shared community concern.

To provide effective protective services, we must agree on a common definition of child maltreatment; we must promote a family-focused approach to services; and we must expand the array of services available to children in need of protection. There has been a debate within child welfare about just who is the client -- is it the child or is it the family? This proposal represents a major shift in emphasis in the child welfare community because we, today, acknowledge that the client is -- and must be -- the family.

It is simply not effective, nor humane, to lift a vulnerable child out of a particular environment, and then place the child back into the family environment without looking at the needs of that individual family -- needs that may encompass housing, health care, and drug or alcohol abuse counseling. To effectively help the child we must view the family as a whole. We must build on family strengths and work, realistically, on preserving the family unit for the sake of the child. This means that CPS must be closely coordinated with other social, economic, health, and mental health services.

Today child protective services are seriously understaffed and underfunded; our survey published in our Factbook demonstrates the difficulty of recruiting and retaining skilled staff. We need both better trained and better paid staff. We need, as well, better support for foster parents in terms of ongoing training and financial compensation.

As a first step to providing long needed federal relief to the CPS system, the Commission supports passage of S. 3132, introduced by Senator Christopher Dodd (D-Conn) last year. This legislation, the CPS Systems Improvement Act of 1990, would provide $100 million to CPS agencies across the country to improve their systems in the areas of intake, investigation, risk assessment, staffing, training, and much more in order to keep up with the burgeoning reports of abuse and neglect. This legislation should receive serious attention during reauthorization of the Child Abuse Prevention and Treatment Act this year.

Leadership Requirements

We are firmly convinced that no amount of tinkering with the CPS system will provide solutions to problems facing families today. Families need earlier, more intensive services. Until the first two components described above are in place, our CPS sytems will continue to be little more than crisis-driven emergency rooms for children and families.

The proposals we describe today call on a variety of actors for leadership -- from the White House to mayors' offices to our neighborhoods. We call on our national policymakers to support state and local capacity to offer the full range of services families need. We call on them to develop a national "State of the Family and Child" assessment so that we can actually measure the effectiveness of programs in terms of their outcomes, not merely in terms of numbers served. We call, particularly, on our collective bosses -- the govenors -- to be the linchpin in these proposals. We propose that governors designate the agency to carry out a new state children and family service network, and that they use their own considerable clout to promote the development of community programs.

Thank you for the opportunity to submit written testimony to the Committee. We look forward to working with you during the 102nd Congress on these important issues for children and their families.

AMA NEWS RELEASE

FOR IMMEDIATE RELEASE January 15, 1991

For further information contact: Brenda Laukaitis
202/789-7447

HEALTH AND WELL-BEING OF
CHILDREN, FAMILIES TOP PRIORITY: AMA

The American Medical Association commends the Committee on Labor and Human Resources for its leadership in placing the needs of America's families at the top of its agenda for the 102nd Congress. There is no more important set of public policy concerns than the variety of issues impacting the health and well-being of our nation's families.

Clearly, access to health care is a key need which is not being met in far too many American families. An estimated 33 million Americans -- most from families of the working poor -- have no medical insurance coverage. Millions of others have inadequate coverage.

This lack of access to adequate health care coverage only adds to the difficult issues families and children face on a daily basis: violence, substance abuse, unintended pregnancies, sexually-transmitted diseases, HIV/AIDS and other problems. These are identified in the attached executive summary to the first volume of the AMA's Profiles of Adolescent Health Series, entitled "America's Adolescents: How Healthy Are They?"

We are pleased that Congress this past year demonstrated its commitment to help many of these individuals by approving a phase-in of Medicaid coverage for children under 19 years of age who live below the poverty level. While this expansion is encouraging, it will prove to be too slow for some and will not be enough to help most of the parents of these children. Steps must be taken to insure that all individuals have access to affordable, quality health care. (The AMA presented Health Access America, the AMA's 16-point plan for expanding access to health care, to this Committee on Jan. 10, 1991.)

The AMA is confident that the Committee's attention to the family's need for adequate health care, as well as the other issues threatening the family's well-being, will help bring about the necessary action to insure a healthy future for all American families.

# # #

American Medical Association, Media Relations Department, 535 North Dearborn St., Chicago, Illinois 60610

AMERICAN MEDICAL ASSOCIATION – PROFILES OF ADOLESCENT HEALTH SERIES - VOLUME I
AMERICA'S ADOLESCENTS: HOW HEALTHY ARE THEY?
BY JANET E. GANS, PH.D., IN COLLABORATION WITH DALE A. BLYTH, PH.D.,
ARTHUR B. ELSTER, M.D., AND LENA LUNDGREN GAVERAS

EXECUTIVE SUMMARY

America's Adolescents: How Healthy Are They?
Volume One in the *AMA Profiles of Adolescent Health Series*

As the year 2000 approaches, many adolescents in the United States will experience problems that threaten not only their current health but also their ability to become healthy adults capable of leading full, productive lives. The American Medical Association has long been concerned about adolescent health and how it can be improved. The task is complex because many adolescent health problems are intimately linked with educational performance, family relationships, poverty, and the general lifestyles that adolescents experience in their communities.

Although serious, chronic medical and psychiatric disorders affect approximately 2 million adolescents (6% of the adolescent population), many more adolescents today are at risk for death and other poor health outcomes that are not primarily biomedical in origin. Contemporary threats to adolescent health, the so-called "social morbidities," are primarily the result of social environment and/or behavior. Social morbidities include suicide, homicide, substance abuse, sexually transmitted diseases (STDs), unintended pregnancy, and the human immunodeficiency virus (HIV) infection that can lead to acquired immunodeficiency syndrome (AIDS).

Medical and social science research on adolescents has revealed two disturbing trends. First, many health problems are affecting adolescents at younger ages. For example, the decline in age at first intercourse (and delay in contraceptive use by young sexually active adolescents) has produced increased rates of sexually transmitted disease among adolescents. Gonorrhea rates are actually higher among sexually active 15- to 19-year-olds than among 20- to 24-year-olds. More adolescents are also experimenting with harmful substances at younger ages. For example, between the 1950s and the 1980s the percentage of students who had ever tried an illicit substance prior to the 10th grade rose from less than 5% to 30%. A second disturbing trend is the simultaneous involvement of youth in several health-threatening behaviors, such as drug use, delinquency, unprotected sex, and sex with many partners. Approximately 25% of adolescents lead "high-risk" lifestyles that result in injury, hospitalization, or other unhealthy consequences.

Of course, most adolescents do not lead dangerous lives but neither do they take precautions to ensure good health, such as getting adequate nutrition and exercise. More than half of adolescents do not use seat belts, and 44% report riding in an automobile with a driver who has been drinking or using drugs.

The AMA recognizes that in order to plan effective prevention and intervention strategies that will ensure a healthy transition to adulthood, it is important to understand the prevalence and severity of adolescent health problems, the groups of adolescents who are most affected by particular health threats, and the areas in which adolescent health has improved or deteriorated. The following facts highlight the health status of adolescents in terms of violence, injury, and abuse; substance use; sexuality; HIV/AIDS; mental health and disorders; and general physical health.

Violence, Injury, and Abuse

- Violence and injury account for three of four adolescent deaths. More than 3 of 10 adolescents who die are killed in a motor vehicle accident, and half of these accidents involve alcohol.

- The homicide rate has doubled among 10- to 14-year-olds during the past 20 years. Homicide is the leading cause of death among black 15- to 19-year-olds.

- Over the past 20 years the suicide rate tripled among 10- to 14-year-olds and doubled among 15- to 19-year-olds. Whites are 3 times more likely than blacks to die of suicide.

- Abuse and neglect increased 74% during the past decade, and adolescents experience more abuse and neglect than younger children do. Consequences of abuse include depression, insomnia, and other psychological difficulties during adolescence and adulthood.

Substance Use

- Ninety-two percent of high school seniors have consumed alcohol at least once, 50% have tried marijuana, and 15% have tried cocaine. Although drug use is often considered an adolescent problem, experimentation frequently begins before adolescence, and use of some substances is more prevalent among young adults 18 to 25 years of age.

- White adolescents are more likely than black or Hispanic adolescents to experiment with alcohol, tobacco, and most other drugs. They are also more likely to become heavy users of all harmful substances except alcohol.

- Substance use proceeds in stages. Tobacco, alcohol, or marijuana can be "gateway drugs," substances that may lead to the use of other drugs. Adolescents who currently drink alcohol are 10 times more likely than nondrinkers to use marijuana and 11 times more likely to use cocaine.

- Since the late 1970s there has been a decline among adolescents in cigarette smoking and in the use of most illicit drugs. During this time there was a dramatic increase in the perceived harmfulness of illicit drugs reported by adolescents.

Sexuality

- By the time they are 18 years old, 65% of boys and 51% of girls are sexually active. Approximately 50% of American adolescents do not use contraceptives the first time they have intercourse. Half of premarital pregnancies occur within the first 6 months after sexual initiation. Eleven percent of adolescent women become pregnant each year, and 4% have an abortion.

- Adolescents who get pregnant while in high school are more likely to drop out of school, become dependent on welfare, and become single parents.

- Between 1950 and 1985 the nonmarital birth rate among adolescents younger than 20 years of age increased 300% for whites and 16% for blacks. Approximately 2.5 million adolescents have had a sexually transmitted disease, and one in four sexually active adolescents will contract an STD before graduating from high school. Sexually transmitted disease rates are substantially higher among black than white adolescents.

HIV/AIDS

- More than two of three adolescents with AIDS were infected through sexual contact with adults. Although only 440 people with AIDS (fewer than 1%) are between 13 and 19 years of age, the prevalence of HIV infection among adolescents is a source of concern. Because it takes an estimated 5 to 10 years for the HIV infection to result in AIDS, many young adults who have AIDS contracted the virus as adolescents. Approximately 20% of people identified as having AIDS are between 20 and 29 years of age.

Mental Health and Disorders

- Alcohol and drug abuse, suicide, homicide, and other health problems that occur among adolescents are frequently considered symptoms of psychological distress.
- Mental disorders affect 634,000 adolescents and account for 32% of disabilities among 10- to 18-year-olds.
- It is estimated that 5 million children and adolescents need mental health services but do not receive them.
- The 10% increase in the psychiatric hospitalization of adolescents during the past decade has generated controversy over the appropriate array of psychological treatments available to adolescents.

General Physical Health

- Children in poverty are in poorer health and are significantly less likely to have health insurance than are children in families with annual incomes over $35,000.
- Approximately 5% of adolescents are obese, and as many as 25% are overweight. Between 1% and 2% of adolescents have persistent hypertension, a condition linked to heart disease and stroke in adults.

These health problems offer ample cause for concern, but they are not insurmountable. Through appropriate prevention and intervention efforts, improvements in adolescent health can occur. Improvements in access to and use of health services are part of the answer. Today there are several noteworthy programs and initiatives taking place in communities and in organized medicine.

It is imperative that such efforts are responsive to demographic changes in the adolescent population. Over the next 10 years, increasing numbers of adolescents will come from economically disadvantaged and minority backgrounds. As the year 2000 approaches it is critical that government, business, foundations, community groups, schools, organized medicine, and other interested groups cooperate and coordinate activities to promote adolescent health and well-being, thereby ensuring that each young person has an opportunity to contribute to and share in the nation's prosperity and reach his or her potential.

PREPARED STATEMENT BY DAVID LIEDERMAN, EXECUTIVE DIRECTOR, OF THE CHILD WELFARE LEAGUE OF AMERICA (CWLA)

Good morning Mr. Chairman and members of the panel, I am David Liederman, Executive Director, of the Child Welfare League of America(CWLA). I would first like to thank you for inviting us to express our views on the needs of children and families and to commend you and the Committee for holding this hearing. It is essential that events in the Middle East not divert attention from shameful conditions here at home for many American children and families.

The Child Welfare League of America is the oldest and largest membership organization of child serving agencies with more than 630 member agencies throughout North America. We are comprised of both public and voluntary non-profit providers serving 2.3 million children, youth and their families in need of family support services, emergency shelter, out-of-home care, (including family foster care, group care and residential treatment), adoption and teen pregnancy services. The children and youth served by CWLA members are deprived, neglected and/or abused; in other words, CWLA agencies work with some of the most troubled and needy children and families in the country.

Let me begin by expressing our support of the committee's intention to make the connection between investments in America's future and supporting families currently in crisis. Although the United States is the leading nation in the industrialized world, our support for children and families falls far behind other countries. A recent article in the Washington Post told a "tale of two nations" by comparing the supports and financial allowances and payments for families with children in West Germany with the meager supports in the United States. The article listed a whole host of payments and allowances that every German family with children receives. These allowances and payments are not based on income. There is another entirely different set of payments for low-income families. Political rhetoric about "preserving families" does not pay for food, clothing, shelter, and education for children. A middle-class German contemplating a third child can expect to pay no medical expenses and receive tax and cash savings of about $5000 in the first year of a child's life. Germans are mystified by tales of family financial havoc caused by an additional child. While Germany and the United States are major rivals in international economic competition, the Germans have shown a willingness to make needed investments in human capital while Children and families in America are being sorely neglected. It is easy to predict who will win the economic competition if America does not alter its course.

One of every five American children lives in poverty; one of every four homeless people is a child. The proportion of poor children in the U.S. is higher than that in seven other industrial democracies, including the United Kingdom and West Germany. By the year 2000 an estimated one-third of all young Americans will be disadvantaged, and demographic changes trends indicate that the number of children in this country is

shrinking. By the year 2000, the pool of young workers age 16-24 will shrink by almost 40%. If our diminishing numbers of children are not able to become self-sufficient productive adults, our economy won't be able to function. Until now we as a nation have waited until children's problems were severe before we stepped in. This has led to costly fragmented funding and treatment of problems. Our jails and detention centers are more full than they have ever been. More young people are crippled by substance abuse than ever before and murder is a national epidemic.

If we shift our strategy and invest money now in a comprehensive approach, intervening before problems become severe and insolvable, we can save lives and money. By facing these problems now, we can ensure that this nation will remain a world leader.

The Child Welfare League of America urges the President and the Congress to launch a major ten year Children's Initiative, investing $10 billion of new money each year for affordable housing, drug treatment, services and supports to preserve families, improvements in foster care, more programs for group care and independent living, better child protective services and child abuse prevention and treatment.

The congress, and this committee in particular, have demonstrated an understanding of the vast needs of children and families by authorizing many cost effective children's programs. Now the Congress needs to assure that existing programs are fully funded so that all families and children who need the services receive them. CWLA supports the committee's plan to seek additional funds for programs that currently reach a small percentage of children in need. CWLA also supports the committee's intention to review new and existing programs, removing barriers to integration and providing incentives for further collaboration. We especially appreciated the committee's leadership on the Young American's Act during the last session and hope that the new law will be funded this year so that families who have multiple problems can access a system of comprehensive, coordinated programs.

CWLA is particularly interested in working with the committee on its "Youth Empowerment Strategies"(YES). It is essential that the congress create a mechanism that allows for outreach to, and referral of, hard-to-reach youth including homeless and runaway youth, youth involved with the juvenile justice system, and youth in foster care for participation in alternative programs which seek reintegration into the community.

A recent report by the Progressive Policy Institute entitled "Putting Children First: A Progressive Family Policy for the 1990s", calls for the country to place the family at the center of our thinking about social issues and children at the center of our thinking about the family. CWLA believes that the best way to put children first is to shift our spending priorities and implement a major ten year Children's Initiative and begin to make a serious difference for children-One child at a time.

PREPARED STATEMENT BY THE HONORABLE SIDNEY J. BARTHELEMY, MAYOR OF NEW ORLEANS, AND PRESIDENT, NATIONAL LEAGUE OF CITIES

Good Morning, Mr. Chairman and Members of the Committee. I am Sidney Barthelemy, Mayor of New Orleans. I am testifying on behalf of the National League of Cities - the largest and oldest organization representing public elected officials, from over 12,000 cities and towns across America.

I appreciate this opportunity to share the views of the National League of Cities on a topic of overpowering concern to the local elected officials across the country: The Status of Children and Youth in America.

Cities are where our children live, grow, become educated, work and support families. It is in the national interest to assist local elected officials as we strive to maintain our cities.

It has been evident for some time that there is a growing gap between rich and poor, and it's more than just money. The perpetuation of an "underclass," if you will, is shaking the very foundation of our nation. The underclass is not only poor financially, but poor in employment skills and education. Those who make up this underclass are victims of societys major ills; drug abuse, crime, poverty, and inadequate health care. But we have lost the federal partnership to face these issues with anything but weak rhetoric.

In America today, 1 out of 4 teenagers will drop out of high school; 4 out of 10 teenage girls will become pregnant; 1 out 4 teenagers will become problem drinkers; a teenager commits suicide once every ten minutes. For black teenagers, there is a higher likelihood of being the victim of a murder than going to college. These are our children - our **FUTURE**.

We entered the Persian Gulf hostilities because our very way of life was threatened. Thus, we are expending unlimited resources of dollars, blood, sweat, ingenuity and commitment on a threat from overseas.

But at home in our cities and towns, we are faced with more homicides than we faced in any year in Vietnam. It took one killing to make the decision to invade Panama, and yet as many as 33,000 persons will die from AIDS this year alone with little notice. Municipal leaders have a sense that a dark cloud is hanging over the future of our cities.

This sense of foreboding is illustrated by our recently released annual opinion survey. Asked how they would reply to a friends inquiry about the prospects in their community for a young person to find work and begin a career, 22 percent said their outlook was "poor," while 59 percent said "fair," and only 19 percent felt opportunities were great.

The previous administration set a tone of disinvestment in cities and towns under the guise of new federalism. It cut out the cities and cut out the local governments. It mandated new responsibility, but cut revenue-sharing and Urban Development Action Grants. Now the cities are reeling from those decisions. Compounding that, the new federal budget law eliminates any increased investment in our cities and towns and these families and children at risk. Our abilities and resources as municipal officials are strained as never before. As the safety net has eroded, more and more Americans have turned to 911 as the last resort.

Over the past decade, federal spending has more than doubled, foreign aid has increased dramatically, the national debt has tripled, yet federal aid to cities and towns has been cut by over 70 percent.

The disparity between rich and poor cities and towns has grown, as the federal government has disinvested and relinquished its role of evening out disparities. In 1970, an average family in Detroit's income was 84 percent as large as a family in the Detroit suburbs. Today it is only 50 percent as large.

In small, rural towns and in large urban centers, there has been a sharp erosion of families and family incomes creating a destructive spiral: As the city revenue base declines, the quality of services is reduced, but taxes increase. Middle income families and businesses are moving, leaving behind a depleted tax base with substantially greater per capita needs.

And yet today, bureaucrats can agree at four o'clock on a Sunday afternoon to bailout a major bank and all it's depositors in the Bahamas - because "it's too important to fail" - but no one can discuss Philadelphia or East St. Louis, or other American hometowns. Apparently they're not important enough to save.

And yet unlike banks, Philadelphia is the home to thousands and thousands of infants and children, not wealthy depositors. Since when is the wealth of a foreign depositor in the Bahamas more important than the future of more than 100,000 young Americans?

Today, we have more than 500,000 young American men and women risking their lives in the Persian Gulf. We are expending as much as $1 billion per day. We perceive an extraordinary commitment of sophisticated weapons and leadership. And we truly wonder what if the nation made the same commitment to join with the leaders of America's cities and towns to invest in the future of our own children?

We believe the nation must pay more than lip service to these children. They represent the foundation of our future. A campaign to invest our energies, resourcefulness, and talent now will render it both more expensive and the nation far less competitive later.

Mr. Chairman, we believe the Congress must reconsider and redefine national security. It is no longer sufficient to measure that security by the strength of our nuclear capacity, or the size of our military budget. For the threat our nation faces today is economic more than military.

We, today, have a whole generation of young people in our cities who will become the work force of the nation in the next century. In California, a majority of those entering the workforce by the year 2000 will be minorities.

Should their future be denominated in yen and marks. Can we afford not to invest in the public and human infrastructure critical to maintain the economic competitiveness of our nation?

Under the new budget agreement, the federal government can continue to spend unlimited sums to bail out the S&L's and pay for the Persian Gulf war, but cannot provide for increased funding for fighting the war on drugs, Head Start, education, housing or community development. Nor can there be an increase for infrastructure or any other American investment for the next three years.

NLC's Board of Directors adopted a resolution at our recent Congress of Cities conference in Houston proposed by our Economic Conversion Task Force. The hundreds of thousands of young American men and women fighting in the Middle East come from cities and towns in every corner of America and our hearts, goodwill, and prayers are with them. The resolution, however, calls for a redefining of national security, shifts in spending from defense to domestic programs, and support for those affected by cuts in defense spending.

The three-step conversion process would:

1. Call on the federal government to redefine national security to confront the threats to our nation of illiteracy, poverty, infant mortality, lack of education, drug dependency, and crumbling infrastructure - threats that are as serious as foreign weapons.

2. Provide a 30 percent reduction in defense spending to a level no greater than $200 billion in budget authority and outlays in 1996. Of those savings, 60 percent must be dedicated to reducing the federal debt and deficit, and 40 percent to shifting funds to reinvestment in towns and cities. Along with those cuts, there must be retraining for workers affected by the shift and cuts in troop levels; federal grants and loans to cities to reduce fiscal disparities; education programs, funding for scientists, engineers, and other occupations affected by reductions in the defense industry; and infrastructure investments to raise productivity and stimulate commerce.

3. Military conversion must be given the same treatment as other economic conversions, with the federal government providing planning aid and notification to the communities affected, impact aid for public schools and universities that have received education funds from the Department of Defense, and increased youth opportunities to make up for the reduction of military service opportunities.

I urge Congress to take a closer look at the idea of shifting funds out of defense to domestic programs as a way to increase spending for domestic programs and at the same time addressing the deficit as agreed to under the budget reconciliation law.

Last year, the Department of Defense Pentagon budget and the Labor Department worked out an agreement that culminated in a shifting of funds from the Pentagon budget to the Department of Labor's JTPA Title III, EDWAA program to bolster job training and retraining services for workers that will lose their jobs because of military base closings.

The only way we can be competitive is to invest in cities, because the cities are where the economies of the states and of this nation are. Most of America's assets are located in the cities. Our institutions of higher education are located in cities. So are our centers of medicine, science and technology.

Just as we all offer our hopes, prayers and commitment to every youngster fighting in the Persian Gulf, I would hope the federal government and the American people would join us in the same effort for those youngsters struggling so hard to make it in our cities.

Their future is, after all, our future.

AJLI
THE ASSOCIATION OF JUNIOR LEAGUES INTERNATIONAL, INC.

January 23, 1991

The Honorable Edward M. Kennedy
Chairman
Committee on Labor and Human Resources
428 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

The Association of Junior Leagues International, Inc., (AJLI) was pleased to attend the Senate Labor and Human Resources Committee hearing on January 15 on youth empowerment strategies. We applaud your continued commitment to America's families in crisis. Our nation's families, particularly those headed by teenage parents, face an increasingly challenging and complex future, yet all too frequently they are inadequately prepared educationally, emotionally and socially to survive as a family unit in society.

For almost 90 years, Junior Leagues have been involved in thousands of youth serving programs, ranging from shelters for runaways to court appointed special advocates. The 277 Junior Leagues which comprise the AJLI -- of which 267 are in the United States -- provide more than 8 million hours of volunteer service annually to various programs and direct service activities, many of them related to the needs of youth. Two such programs which are national demonstration initiatives are the Teen Outreach Program (TOP), and the Middle School Improvement Program (MSIP.)

TEEN OUTREACH PROGRAM (TOP)

Teen Outreach was initially developed in 1978. It is a school-based teenage pregnancy prevention program designed to decrease the incidence of teen pregnancies and to increase the number of vulnerable teens who do successfully graduate from high school. Over the years, the AJLI has expanded TOP to 90 classrooms in 32 cities involving over 1400 students.

The need for programs such as TOP are great, and continues to grow along with rapid increase in the high school dropout rate and adolescent pregnancy. In 1988, one in four high school dropouts was unemployed. Each year's class of school dropouts costs the nation more than $240 billion in lost earnings and foregone taxes

660 FIRST AVENUE NEW YORK, NY 10016-3241 212-683-1515 FAX 212-481-7196

over a lifetime. Adolescent parents of both sexes tend to drop out of secondary schools at higher rates. From 1980 to 1985, 11 percent of females age 15 to 19 became pregnant each year. By the time women reach the age of 20, 18 percent will have had one abortion, and 20 percent will have had a birth. Approximately 57 percent of these births will be to single parents.

The logic behind reaching out to these young people before they dropout or become pregnant is clear. Such proactive measures save immeasurable future financial and human resources, and help ensure that tommorow's adults are contributants to, not just recipients of a productive society. The social and economic consequences that are related to teen pregnancy include a much greater risk of low birthweight infants who require intensive and expensive medical treatment. According to the National Commission on Infant Mortality, the average cost of "graduating" a sick infant from neonatal intensive care is anywhere from $20,000 to $100,000. These children often experience developmental lags and lifelong disabilities. In addition, the nation as a whole loses the potential contribution each individual may have achieved had he or she not become a parent too early. Finally, the dollar cost in public assistance to support families begun by adolescent parents in 1988 through the following twenty years is estimated to be $5.98 billion.

In an attempt to proactively address these related epidemics, TOP has been designed to help adolescents see themselves as effective contributing members of their community by placing them as weekly volunteers in community agencies. TOP participants in junior high often volunteer in groups while those in high school volunteer as individuals. These volunteer experiences can include reading to younger childen, tutoring English as a second language, working in museums, hospitals, and nursing homes, or working on a community project such as a food drive.

TOP also provides for a regular group experience (15-20 male and female teens) in which an adult facilitator (leader) encourages the young people to talk about their experiences and reflect on them in a safe, supportive environment. Participants learn from each other and the group experience itself about key subjects such as personal feelings, accountability, problem solving and other issues of interest to the group. Enclosed is a more detailed fact sheets about this program that we hope you will consider including in the hearing record of January 15.

MIDDLE SCHOOL IMPROVEMENT PROGRAM (MSIP)

The Middle School Improvement Program (MSIP), which began in 1989, was developed to help local Junior Leagues create community-based collaborations focused on the needs of underserved urban adolescents in the middle grades. MSIP is currently funded as part of the Program for Disadvantaged Youth, Middle Grades Initiative, of the Edna McConnell Clark Foundation. The initial pilot phase has been implemented by 25 Junior Leagues within the United States.

The MSIP is another example of the action the AJLI has taken in an attempt to prevent vulnerable teenagers from becoming high school dropouts. In researching this epidemic, the Association noted that the seeds of failure, for the majority of secondary school students, are often sown during the middle grades years and before. Further, the Association believes strongly that the problems confronting education do not develop in the isolated vacuum of a school system; thus, strong partnerships with schools and communities must be forged to ensure that education reform will result from a strong community-wide vision for change. Finally, it was clear that true education reform cannot be achieved through any single strategy attempted in a short time frame.

The MSIP, therefore, was designed with the goal of encouraging and supporting selected urban school districts to develop and provide an education of high expectations, high content, and high support for underserved youth in middle grades. The guiding principle in reaching this goal is the building of school-community partnerships with the capacity for sustained and multi-faceted strategic responses which will support a heightened vision for education reform.

In working with the MSIP, Junior Leagues assume a pivotal role in forming collaborations for citizen advocacy and citizen support for improvement in their school systems. Each League participating in the program forms or joins a collaboration composed of teachers, school administrators, civic leaders, parents, and others who play critical roles in the initiation and implementation of systemic change in the education of early adolescents.

Junior Leagues in cities where collaborations have not been formed assess community interest and readiness, identify and initiate contact with potential collaborative partners, and develop plans for building a collaboration. Leagues in cities where collaborations have already been developed continue their leadership roles by working in conjunction with existing efforts.

Though primary authority to implement restructuring and other education initiatives typically rests with school districts, broad-based community collaborations can garner or parallel improvements which are consistent or complementary with school district initiated reforms. Enclosed is a fact sheet providing more details about this program that we hope you will consider including in the hearing record of January 15.

The Association of Junior Leagues International, Inc., is an organization of women committed to promoting voluntarism and improving the community through the effective action and leadership of trained volunteers. Today there are 277 Leagues representing over 184,000 members in the United States, Canada, Mexico, and Great Britain.

The Association believes that there continues to be a critical need for supportive measures designed to assist families in crisis and to reduce the vulnerability of many more families who may be nearing the brink of crisis. We look forward to working with you and your staff to address this most important issue.

Sincerely,

Susan G. Marineau

Susan G. Marineau
Second Vice-President
Chair, Research, Policy and Program Committee

Enclosures

FACT SHEET

Middle School Improvement Program

The Association of Junior Leagues International, Inc., is a women's voluntary organization consisting of 277 Junior Leagues with more than 188,000 individual members committed to promoting voluntarism and improving the community through the effective action and leadership of trained volunteers. The Junior Leagues have a long history of support for education and are currently involved in numerous initiatives addressing this issue, in addition to the Middle School Improvement Program.

MIDDLE SCHOOL IMPROVEMENT PROGRAM

The Middle School Improvement Program (MSIP) which began in 1989, was developed to help local Junior Leagues create community-based collaborations focused on the needs of underserved urban adolescents in the middle grades. MSIP is currently funded as part of the Program for Disadvantaged Youth, Middle Grades Initiative, of the Edna McConnell Clark Foundation. The initial pilot phase has been implemented by 25 Junior Leagues within the United States.

PROGRAM OBJECTIVES

The Middle School Improvement Program has been designed to encourage and support selected urban school districts to develop and provide an education of high expectations, high content, and high support for disadvantaged youth in the middle grades.

LOCAL INITIATIVES

In working with the Middle School Improvement Program, Junior Leagues assume a pivotal role in forming collaborations for citizen advocacy and citizen support for improvement in their school systems. Each League participating in the program forms or joins a collaboration composed of teachers, school administrators, civic leaders, parents, and others who play critical roles in the initiation and implementation of systemic change in the education of early adolescents.

Junior Leagues in cities where collaborations have not been formed, assess community interest and readiness, identify and initiate contact with potential collaborative partners, and develop plans for building a collaboration. Leagues in cities where collaborations have already been developed continue their leadership roles by working in conjunction with existing efforts.

Though primary authority to implement restructuring and other education initiatives typically rests with school districts, broad-based community collaborations can garner support for new initiatives as well as for supplemental or parallel improvements which are consistent or complementary with school district initiated reforms.

AJLI SERVICE

AJLI works with and provides services to 25 Junior Leagues implementing the Middle School Improvement Program through training conferences, written materials, phone consultations, and technical assistance designed to support the development of community-based advocacy groups. Written materials include an MSIP Resource Manual. Copies of the Manual are available at cost to other Junior Leagues and organizations interested in education reform.

For more information please contact:

The Association of Junior Leagues International, Inc.
660 First Avenue
New York, NY 10016-3241

ATTN: Middle School Improvement Program
212/683-1515

TEEN OUTREACH:

THE FIFTH YEAR OF NATIONAL REPLICATION

DATA FROM THE 1988-89 SCHOOL YEAR

This report was prepared by Susan Philliber, Ph.D. of Philliber Research Associates and Joseph Allen, Ph.D. of the University of Virginia. Additional information on these data may be obtained from Philliber Research Associates, 145 Lucas Avenue, Accord, NY, 12404, or by calling (914) 658-9120.

Information on the Teen Outreach program may be obtained from Kathy Herre, Association of Junior Leagues International, 660 First Avenue, New York, NY, 10016, or by calling (212) 683-1515.

ACKNOWLEDGEMENTS

Teen Outreach and its evaluation are funded by the Charles Stewart Mott Foundation, the DeWitt Wallace-Reader's Digest Fund, and other Foundations. We are grateful for their support.

The authors wish to thank Kathy Arnold of Philliber Research who has patiently coded, computer-entered, and processed these data throughout the school year. Most importantly, we wish to thank the Teen Outreach facilitators and their Junior League colleagues from throughout the United States and Canada who have gathered the data to make this evaluation possible. We appreciate their time, their attention to detail and deadlines, and their efforts to secure local comparison groups for this analysis. We hope that these data are useful to them as they continue to offer Teen Outreach in their own communities.

INTRODUCTION

Teen Outreach is a school-based program for adolescents designed to prevent early pregnancy, to encourage regular progress in school, and to relieve many of the root causes of problems facing youth today. The program seeks to reach its goals through a combination of small group discussion strategies using its own curriculum, and by providing volunteer service experience in the community for its young participants. It is, in other words, a program designed to promote positive life options.

In 1981, the Junior League of St. Louis assumed a major role in promoting and funding the Teen Outreach Program, which had begun in 1978 as a collaborative effort between the Danforth Foundation and the St. Louis Public Schools. In 1983, funding was obtained from the Charles Stewart Mott Foundation to begin a three-year national replication of Teen Outreach. By 1987 a second three-year national replication effort began under the direction of the Association of Junior Leagues International, in cooperation with the American Association of School Administrators.

Table 1 shows the growth of Teen Outreach since 1984. The number of Teen Outreach sites has increased from 8, in the 1984-85 school year, to almost 90 in 1989-90. Similarly, the number of students enrolled in the program has increased by almost seven-fold to over 1,000 in the 1988-89 school year.

TABLE 1: THE GROWTH OF TEEN OUTREACH, 1984 TO 1990

School Year	Students	Cities	Sites
1984-85	148	8	7
1985-86	444	16	24
1986-87	632	15	35
1987-88	782	14	44
1988-89	1028	28	60
1989-90 (estimated)	--	--	87

This report evaluates the success of Teen Outreach in 1988-89, the fifth year of national replication. Thirty-five sites located in 18 cities have contributed data to the evaluation (see Table 2). Together the sites enrolled 542 students in Teen Outreach at the beginning of the school year.

The local Teen Outreach sites range in size from 5 students in Bristol, Rhode Island, to 23 students in Charlotte, North Carolina. Middle schools, junior highs, and senior highs all serve as sites for Teen Outreach. The average Teen Outreach site enrolls 15 students.

41-187 0 - 91 - 8

TABLE 2:
THE TEEN OUTREACH SAMPLE IN 1988-89

Site	Teen Outreach Students N=542	Comparison Students N=554
Colorado		
Centennial High School, Pueblo	13	22
South High School, Pueblo (Kelley)	12	18
South High School, Pueblo (Wagner)	10	17
Florida		
Howard Middle School, Orlando	18	16
Idaho		
Hillside Jr High/Community Education, Boise	14	15
Illinois		
Collins High School, Chicago	21	20
DuSable High School, Chicago	15	15
Kenwood Academy, Chicago	14	16
Lake View HS, Chicago (Peterson)	15	15
Lake View HS, Chicago (Rembert)	19	19
Orr Community Academy, Chicago-Calhoun	14	14
Savoy	19	19
Valensiano	18	15
Williams	20	20
Manitoba		
Cecil Rhodes, Winnipeg	18	18
Massachusetts		
Carew Hill Girls Club, Springfield	8	8
Minnesota		
Plymouth Christian Youth Center, Minneapolis	13	11
South High School, Minneapolis	19	11
Work Opportunity Center, Minneapolis	8	8
Missouri		
Savannah R-III High School, St. Joseph	25	25
Nebraska		
Bryan High School, Omaha	12	11
Hale Junior High, Omaha	16	17
Norris Junior High, Omaha	20	20
South High School, Omaha	17	19
New York		
Middletown High School, Middletown	20	28
Monroe Woodbury High School, Central Valley	21	21
Pine Bush High School, Pine Bush	12	12

THE TEEN OUTREACH SAMPLE IN 1988-89, continued

Site	Teen Outreach Students N=542	Comparison Students N=554
North Carolina		
Northwest Middle School, Charlotte	23	16
Ohio		
Kirk Middle School, East Cleveland (Cyrus)	10	12
Oregon		
Creswell High School, Creswell	13	14
Rhode Island		
Bristol High School, Bristol (Frausel)	19	18
Bristol High School, Bristol (Butler)	5	5
Texas		
Lincoln Middle School, Abilene	16	14
Woodson Opportunity Center, Abilene	16	16
Virginia		
Salem High School, Salem	9	9

Note: The totals at the top of each page are the number of students on which intake data were received. Some of these students were lost to follow-up (see text) and were subsequently removed from the data set.

THE EVALUATION DESIGN

The evaluation design for Teen Outreach relies on the utilization of common reporting forms at all sites. Each site recruits a local comparison group at the beginning of each school year, preferably using true random assignment procedures. When this is not possible, the comparison students are generally named by the program participants as young people they knew who might have filled out the intake forms "about like you did." In 1989-90, for the first time, five sites were able to use randomization procedures to assign students to their Teen Outreach or control groups. This report presents data separately for this more rigorously matched sample, as well as for the total national sample.

The evaluation of Teen Outreach has always monitored the following outcome variables for both program students and their comparisons:

- school suspension
- failure of courses in school
- dropping out of school, and
- pregnancies.

However, because the previous evaluation data for these indicators have been rather consistently positive, the 1988-89 evaluation reported here also gathered data on:

- arrests
- skipping school

- use of alcohol or marijuana
- having sexual intercourse
- using contraception when sexually active
- joining after-school activities
- getting an award
- getting on the honor roll, and
- educational aspirations.

These outcomes were added to explore other impacts that Teen Outreach might be having on young people and to sensitize our measures to both positive and negative outcomes.

The evaluation is thus somewhat demanding for a school-based program of this kind in that it measures almost exclusively behavioral outcomes, neglecting the traditional emphasis on participant testimonials, knowledge change, or attitude change. This evaluation of Teen Outreach reports outcome measures on these variables at the end of the school year for all students originally enrolled in the program, regardless of their attendance at the program or volunteer work pattern.

At the beginning of the 1988-89 school year, 48 Teen Outreach sites submitted intake or baseline data forms as part of the evaluation. At the end of the year, 13 of these sites failed to submit any exit forms at all. Six of these sites were in one location where the program was new and no comparison sites were available.

Among sites participating in the evaluation, loss to follow-up has been extremely low throughout the five years of the

program's evaluation. This year, 47 or 8.7% of the Teen Outreach students were lost, while 64 or 11.6% of the comparison students could not be accounted for at the end of the school year. The total loss to follow-up in the 1988-89 sample is thus 10.1%.

While this overall loss is acceptably low, and the Teen Outreach students who were lost do not differ from the comparison students who were lost in their demographic characteristics, they do differ in two other ways. The lost Teen Outreach students were more likely to have gotten awards in the previous year than were the students from the comparison group who were lost. Also, the lost Teen Outreach students were less likely to report being previously suspended than were the lost comparison students.

CHARACTERISTICS OF TEEN OUTREACH STUDENTS

Teen Outreach students enter the program in a variety of ways. At some schools, they volunteer to participate, responding to announcements of the program on posters or in the school media. At other sites, students are targeted by the program facilitators or counselors as "high risk" for school leaving or pregnancy. At still other schools, facilitators seek out students who are not yet exhibiting negative behaviors but who could become high risk. Table 3 shows the characteristics of the national sample of Teen Outreach students and their comparisons in 1988-89.

Over 75 percent of those enrolled in Teen Outreach nationwide are females. They range in age from 11 to 21, with an average age of 14.9 years. A similar range occurs in grade level, with students as young as the fifth grade and as old as high school seniors. About 40 percent of the Teen Outreach students are black, another 40 percent are white, and 13 percent are Hispanic. Those in other race/ethnicity groups include mostly Native Americans and Asians.

About 41 percent of these young people come from non-intact families and about a fifth have mothers and fathers with less than a high school education. However, there is much variation in the socioeconomic level of the families of Teen Outreach students, since almost 30 percent of their mothers have at least some college education. It is important to note in Table 3 that in 1988-89 students in Teen Outreach were significantly more likely than their comparisons to be female, a difference which will be controlled in the analyses reported below.

TABLE 3:
DEMOGRAPHIC CHARACTERISTICS OF TEEN OUTREACH AND COMPARISON STUDENTS: 1988-89

Characteristics	Teen Outreach Students N=495	%=100	Comparison Students N=490	%=100
Sex				
Male	116	23.6	159	32.5
Female	375	76.4	330	67.5**
Age				
11-13	52	10.6	61	12.5
14	144	29.5	142	29.0
15	143	29.2	131	26.8
16	80	16.4	82	16.8
17	52	10.6	47	9.6
18-21	18	3.7	26	5.3
Average		14.9		14.9
Grade				
5-7	32	6.5	46	9.4
8	70	14.3	53	10.9
9	169	34.3	182	37.5
10	105	21.4	100	20.5
11	73	14.9	60	12.3
12	42	8.6	46	9.4
Average		9.5		9.4
Sibs				
0-1	163	33.2	145	29.7
2-4	229	46.6	245	50.2
5 or more	99	20.2	98	20.1
Average		2.8		2.9
Race				
Black	197	40.1	191	39.1
White	199	40.6	209	42.7
Hispanic	66	13.4	62	12.7
Asian	3	0.6	6	1.2
Native American	23	4.7	17	3.5
Other	3	0.6	4	0.8
Lived with				
Mother and father	288	58.8	281	57.6
Mother only	171	34.8	161	33.0
Father only	9	1.8	9	1.8
Guardian	10	2.0	13	2.7
Other arrangement	13	2.6	24	4.9

**Difference between the Teen Outreach and comparison students is statistically significant at p<.01

TABLE 3 (Con't):

Characteristics	Teen Outreach Students N=495	%	Comparison Students N=490	%
Mother's Education				
Less than high school	99	20.3	85	17.5
High school graduate	181	37.0	173	35.6
Some college	89	18.2	89	18.3
College graduate plus	52	10.6	74	15.2
Don't know	68	13.9	65	13.4
Father's Education				
Less than high school	83	16.9	75	15.4
High school graduate	147	30.0	140	28.8
Some college	64	13.1	64	13.1
College graduate plus	63	12.9	93	19.1
Don't know	133	27.1	115	23.6

Note: The totals vary somewhat from 495 (Teen Outreach students) and 490 (comparison students) due to selected missing information on each variable.

RISK FACTORS AT PROGRAM ENTRY

Table 4 shows the baseline or program entry measures of program outcomes. It is important to examine these factors as they appeared when the Teen Outreach and comparison students entered the program year in order to a) describe the kind of population being served by Teen Outreach, and 2) to insure that these are indeed, two well-matched groups of students. In the year before entry into the program, over 4 percent of the Teen Outreach students had already been pregnant at least once. Over 17 percent of them had been suspended and 5 percent of them reported having been arrested. Almost 40 percent reported failing courses in the year before the program began and over 30 percent had skipped school.

Over a third had used alcohol or marijuana during the past month and over a fifth had had intercourse during that month. Only 41 percent of those having had intercourse had used any form of contraception.

On the positive side, almost 60 percent said they had gotten some kind of an award. Slightly over a fourth were on the honor roll in the previous year. Virtually all the students asserted at the beginning of the school year that they intended to complete both high school and college, an overstatement of likely achievement that is common among surveys of this kind.

TABLE 4:
RISK INDICATORS FOR TEEN OUTREACH AND COMPARISON STUDENTS AT INTAKE: 1988-89

	Teen Outreach Students N=495	%	Comparison Students N=490	%
Negative Behaviors				
Ever-				
been pregnant	22	4.5	38	7.8*
Last year ever-				
get suspended	85	17.3	86	17.6
get arrested	25	5.1	27	5.5
fail courses	190	38.8	190	39.2
skip school	151	30.9	141	29.1
Last month ever-				
used alcohol/marijuana	129	33.7	121	31.7
had intercourse	81	21.2	84	22.4
used contraception	33	40.7	47	55.9
Positive Behaviors				
Last year ever-				
get awards	283	57.9	251	51.3*
get on the honor roll	126	25.7	149	30.5
Educational Aspirations				
Complete High School				
likely	480	98.0	474	97.7
unlikely	10	2.0	11	2.3
Complete College				
likely	397	81.0	387	79.6
unlikely	93	19.0	99	20.4

*The difference between Teen Outreach and comparison students is statistically significant at p<.05

For purposes of comparison, it is important to note in Table 4 that Teen Outreach students were significantly less likely than their comparisons to have been pregnant before they began Teen Outreach. Teen Outreach students were more likely to have gotten awards prior to the start of the program year.

THE OUTCOMES OF TEEN OUTREACH

Table 5 shows end-of-the-year data for Teen Outreach students and their comparisons on each of the program outcomes. These data do NOT take into account any of the differences between Teen Outreach students and comparisons that have been mentioned above. Nevertheless, these data indicate that Teen Outreach students had lower rates on all of the negative behaviors shown in Table 5 than did the comparison students at the end of the school year. The rates of pregnancy, suspension, arrest, course failure and of sexual intercourse were significantly lower among Teen Outreach students. In addition, the Teen Outreach students had significantly lower rates of school leaving. Teen Outreach students were also less likely to use alcohol or marijuana than were comparison students in the month prior to the end of the program year, although this difference was not statistically significant.

The Teen Outreach students also show an advantage on the other behaviors in Table 5. They were more likely to have gotten awards, although some of these may have been given in Teen Outreach itself. In addition, more Teen Outreach students than comparisons thought they would finish high school and college.

TABLE 5:
OUTCOMES FOR TEEN OUTREACH AND COMPARISON STUDENTS
AT PROGRAM EXIT: 1988-89

	Teen Outreach Students N=495	%=100	Comparison Students N=490	%=100
Negative Behaviors				
During this school year-				
get pregnant	16	3.2	34	7.0**
get suspended	63	12.8	104	21.3***
get arrested	12	2.5	30	6.5**
fail courses	169	34.4	200	41.4*
skip school	129	27.2	152	32.4
Last month ever-				
used alcohol/marijuana	122	33.4	142	39.3
had intercourse	76	20.8	103	28.6*
protected by contraception	47	61.8	58	56.3
Positive Behaviors				
During this school year-				
get awards	274	57.6	181	39.4***
get on the honor roll	127	26.7	106	22.5
Educational Aspirations				
Complete High School				
likely	468	98.1	428	93.2
unlikely	9	1.9	31	6.8***
Complete College				
likely	383	80.8	331	72.4
unlikely	91	19.2	126	27.6**
Continuing in school or graduated				
Yes	486	98.6	460	95.6
No	7	1.4	21	4.4**

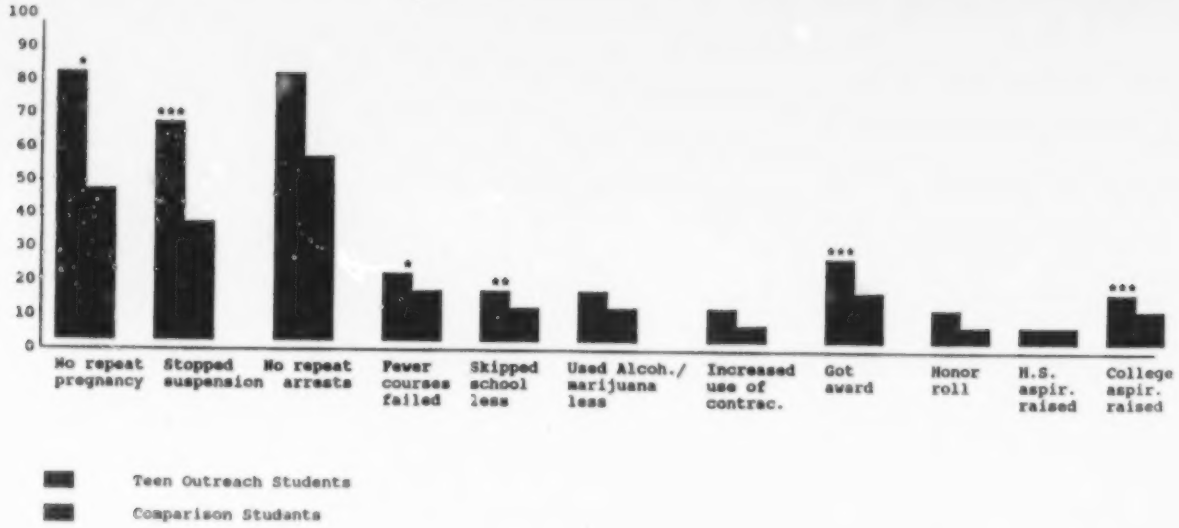
*Difference between Teen Outreach and comparison students is statistically significant at p<.05
**Difference between Teen Outreach and comparison students is statistically significant at p<.01
***Difference between Teen Outreach and comparison students is statistically significant at p<.001

While these outcomes suggest that Teen Outreach does indeed, have a variety of beneficial impacts for the young people enrolled in the program, it is important to examine these differences still further to be sure that Teen Outreach per se is the likely cause of these advantages.

Figure 1 begins this task by showing data on 11 potential measures of change among Teen Outreach and comparison students. The Figure shows the percentage of students in each group who had been pregnant, who were failing courses, were suspended, who were skipping school, were arrested, or who were using alcohol or marijuana before the program, but who stopped or lessened these negative behaviors during the program year. The Figure also shows what percentage of Teen Outreach and comparison students had not received awards or were not on the honor roll in the year before the program, but who achieved these goals during the program year. By examining outcomes in this way, any differences between the Teen Outreach and comparison students in the baseline levels of these behaviors before the program began are controlled or held constant.

For each of the indicators in Figure 1, Teen Outreach students are advantaged. These differences were statistically significant for fewer repeat pregnancies, stopping school suspension, failing fewer courses, and skipping school less often. Teen Outreach students were also significantly more likely than comparison students to begin to get awards this year and to have their aspirations to complete college raised.

FIGURE 1:
CHANGE IN SELECTED BEHAVIORS DURING THE PROGRAM YEAR
AMONG TEEN OUTREACH AND COMPARISON STUDENTS



227

Yet another test of whether these differences between Teen Outreach and comparison students are truly due to the program itself can be provided by controlling for other possible background differences which could be related to program outcomes. In other words, it is important to know what the net impact of participation in Teen Outreach is, after controlling for background characteristics and baseline levels of outcomes.

Figure 2 shows which of the program outcomes are still significantly related to participating in Teen Outreach, NET of the impact of both of these kinds of variables. Of all the outcomes examined here, only using alcohol or marijuana less frequently and raising aspirations to finish high school are not significantly related to participating in Teen Outreach, net of the impact of family intactness, mother's education, grade in school, gender, and prior levels of the same behavior.

However, net of these background characteristics and prior levels of these behaviors, participation in Teen Outreach is negatively related to pregnancy, suspension, getting arrested, failing courses, and skipping school. Being in Teen Outreach is positively related to using contraception when a student is sexually active, to getting awards and to getting on the honor roll, to raising college aspirations, and to staying in school. This suggests that the impacts of Teen Outreach are robust and that they cannot be explained away by other variables like background characteristics or prior levels of these behaviors.

FIGURE 2:
A SUMMARY OF THE IMPACTS OF BACKGROUND CHARACTERISTICS, PRIOR LEVELS OF BEHAVIOR AND PARTICIPATION IN TEEN OUTREACH ON PROGRAM OUTCOMES

	Is this outcome significantly related to--					
Outcomes	Same behavior last year	Family Intact	Mother's Education	Grade Level	Gender	Being in Teen Outreach
Getting pregnant or causing pregnancy	***	--	--	***	--	**
Getting suspended	***	*	--	--	***	**
Getting arrested	***	--	--	*	--	**
Failing courses	***	--	--	--	--	*
Skipping school less	NA	--	--	***	--	*
Using alcohol/ marijuana less	NA	--	--	*	--	--
Improving use of contraception	NA	--	--	**	**	*
Getting awards	***	*	--	*	--	***
Getting on honor roll	***	*	--	--	*	*
Staying in school	***	**	--	--	--	*
Raising aspirations to --finish high school	NA	--	--	--	--	--
--finish college	NA	--	--	*	--	***

Note: * = the relationship is statistically significant at $p < .05$
** = the relationship is statistically significant at $p < .01$
*** = the relationship is statistically significant at $p < .001$
These data were produced with the use of logistic regression equations.
NA = this variable was not included in the equation since the dependent variable was itself a change indicator.

229

THE DATA FROM THE RANDOM ASSIGNMENT SITES

While these data are impressive, they remain vulnerable to the criticism that there are yet unmeasured differences between the Teen Outreach and comparison students that may be causing the Teen Outreach students to appear advantaged. For example, perhaps the Teen Outreach students were more motivated to join a program like this, and it is this additional motivation, rather than the program itself, that causes their outcomes to be better.

In order to test whether this might be the case, it is necessary to locate a pool of students, all of whom try to get into the program, and then randomly assign them to either Teen Outreach or a control group. During the 1988-89 program year, this procedure was used at 5 Teen Outreach sites where facilitators had a larger pool of students who wanted to join Teen Outreach than could be enrolled. These sites and the number of students they enrolled in Teen Outreach and a control group, are shown in Table 6.

TABLE 6: THE TEEN OUTREACH RANDOM ASSIGNMENT SITES: 1988-89

SITE	TEEN OUTREACH STUDENTS (number) 79	COMPARISON STUDENTS (number) 89
FLORIDA		
Orlando-Howard Middle School	12	12
ILLINOIS		
Chicago-LakeView HS (Rambert)	18	19
Chicago-Orr Community Academy (Savoy)	16	19
Chicago-Orr Community Academy (Williams)	16	20
NEBRASKA		
Omaha-South High School	17	19

These randomly assigned Teen Outreach and control group students do not differ from each other in their gender, age, grade, number of siblings, race, intactness of family, or parents' education. They also do not differ on any of the baseline indicators of program outcomes that have been shown above. In other words, the two groups appear to be truly well matched, in spite of their relatively small number.

Table 7 shows the program outcome data for these randomly assigned students. It is important to note here that the smaller size of this randomly assigned sample make the achievement of statistical significance more difficult than it is in the larger group of some 1,000 students. Still, in the random assignment group, the Teen Outreach students had significantly lower rates of suspension, arrest and failing courses than did the comparison students. They were also significantly more likely to get awards during the program year.

All of the other outcomes shown in Table 7 are in the hoped-for direction, with the exception of use of alcohol and marijuana and the use of contraception. Teen Outreach students were slightly more likely to report using alcohol and marijuana in the month prior to the end of the program than were the control students, and a lower percentage of the sexually active Teen Outreach students were protected by contraception in that month.

The small size of this random assignment sample limited the use of multivariate analysis with this group in order to see if the advantage of the Teen Outreach students would persist even when background characteristics and baseline measures were controlled. However, the use of logistic regression did permit analysis of whether the Teen Outreach advantage persisted in

rates of school suspension and course failure, when these controls were introduced. The findings of this work showed that participating in Teen Outreach contributed significantly to lower rates of school suspension and course failure, net of these other variables, even in this small, randomly assigned sample.

Overall, then, these findings from a group of randomly assigned students support the full evaluation for 1988-89 and are consistent with the previous five years of evaluation of this program.

TABLE 7:
OUTCOMES FOR RANDOMLY ASSIGNED TEEN OUTREACH AND COMPARISON STUDENTS AT PROGRAM EXIT: 1988-89

	Teen Outreach Students N= 79	%=100	Comparison Students N= 89	%=100
Negative Behaviors				
During this school year-				
get pregnant	1	1.2	3	3.4
get suspended	11	14.1	30	33.7**
get arrested	1	1.3	4	4.6**
fail courses	31	39.2	47	54.6*
skip school	13	16.4	25	28.0
Last month ever-				
used alcohol/marijuana	15	32.6	14	28.0
had intercourse	7	15.2	11	22.0
protected by contraception	2	28.6	5	45.4
Positive Behaviors				
During this school year-				
get awards	48	60.7	35	39.3**
get on the honor roll	20	25.6	17	19.3
Continuing in school or graduated				
Yes	79	100.0	87	97.6
No	0	0.0	2	2.4

*Difference between Teen Outreach and comparison students is statistically significant at p<.05
**Difference between Teen Outreach and comparison students is statistically significant at p<.01
***Difference between Teen Outreach and comparison students is statistically significant at p<.001

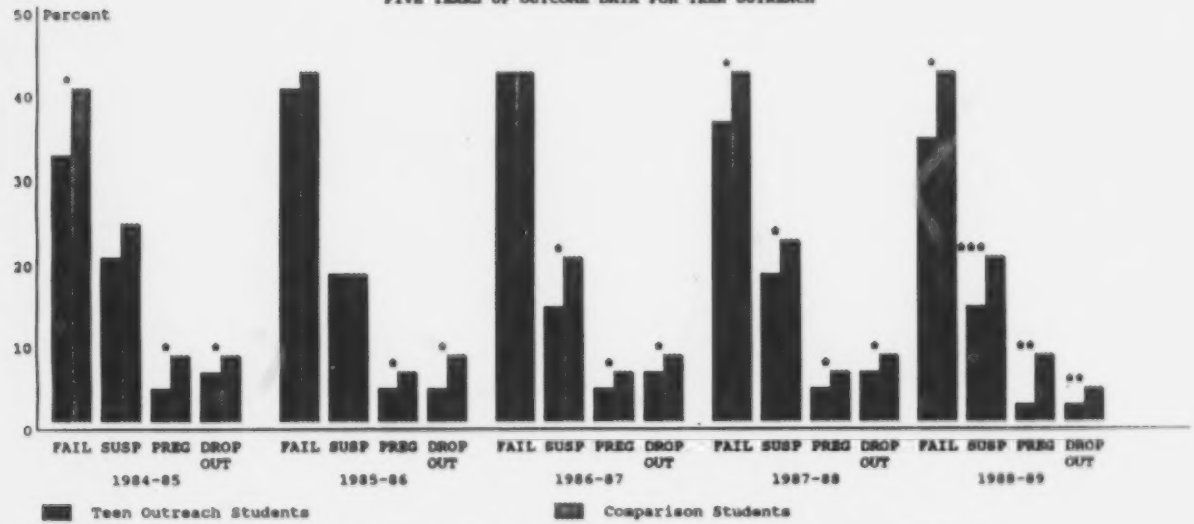
A SUMMARY OF FIVE YEARS OF REPLICATION

This report has presented data on program outcomes in Teen Outreach for 1988-89. However, since 1984-85, the program has utilized the evaluation strategy reported here to measure program outcomes among both Teen Outreach students and locally chosen comparisons. How do these fifth year results compare to those reported in the first four years?

Figure 3 summarizes the impacts of Teen Outreach on the four outcome variables for which we have data in all five years. In all five years, the majority of differences between the program and comparison students are in the desired direction. Also, in each year, some of these differences are statistically significant in the raw data, before any prior risk differences are controlled. Perhaps most importantly, in each of the five years, the Teen Outreach students had significantly lower rates than did comparison students in half or more of these negative behaviors. The school dropout rates and the pregnancy rates have been significantly lower for Teen Outreach students in each of the five years of national replication.

These are results that, to our knowledge, are not replicable by any other program of this kind in the nation. The random assignment results obtained this year add yet additional strength to the conclusion that Teen Outreach is a program that works. During the 1989-90 school year, additional sites are participating in the more rigorous random assignment procedure so that these data too are likely to be strengthened within the next year.

FIGURE 3:
FIVE YEARS OF OUTCOME DATA FOR TEEN OUTREACH



* = Difference between Teen Outreach Students and Comparisons is statistically significant at p<.05
** = Difference between Teen Outreach Students and Comparisons is statistically significant at p<.01
*** = Difference between Teen Outreach Students and Comparisons is statistically significant at p<.001

AMERICAN MEDICAL ASSOCIATION
535 NORTH STATE STREET • CHICAGO, ILLINOIS 60610 • PHONE (312) 464-5000 • TWX 910 221 0300

JAMES S. TODD, M.D.
Executive Vice President

January 24, 1991

The Honorable Edward M. Kennedy
Chairman
Committee on Labor and Human Resources
United States Senate
Dirksen Senate Office Building, Room 428
Washington, DC 20510

Dear Chairman Kennedy:

The American Medical Association is pleased to provide the enclosed statement for inclusion in the record of the January 15, 1991 hearing, Children and Youth: The Crisis at Home for American Families. The AMA commends the Committee on Labor and Human Resources for holding this important hearing and we look forward to working with you and the Committee on initiatives to protect our children and to assure access to adequate health care for American families.

We are pleased to share this statement with the Committee, and thank you for allowing us the opportunity to present our views.

Sincerely,

James S. Todd MD

James S. Todd, MD

JST/dlh

enclosure

BEST COPY AVAILABLE

STATEMENT

of the

AMERICAN MEDICAL ASSOCIATION

to the

Committee on Labor and Human Resources
United States Senate

RE: Children and Youth: the Crisis at Home for American Families

January 24, 1991

No set of public policy concerns is more critical to the expectations of this nation than the issues impacting the health and well-being of America's children and families. For this reason, the American Medical Association commends the Committee on Labor and Human Resources for placing the needs of America's families at the head of its agenda for the 102nd Congress. We appreciate this opportunity to share with the Committee our view that adequate health care -- and, more specifically, access to affordable, quality health care services -- is essential to the comprehensive initiatives being considered by the Committee for empowering families.

An overwhelming array of problems confront families today, from the beginning of their children's lives through adolescence and into young adulthood. Inadequate access to basic health care services for far too many American families, coupled with poverty and numerous other social problems that encompass teenage pregnancies and alcohol and drug abuse, result in unacceptably high infant mortality rates. These same problems, added to an explosion of violence aimed particularly at minority young

men, more and more are changing adolescence from a time to grow and develop into a time meant simply to survive.

Children who are victimized by these problems typically cannot fulfill their potentials and may be left with little to offer society when they do become adults, a difficulty that becomes especially acute in an economic climate of limited resources. A debilitating cycle of victimization is set to begin or, more likely, to continue into a third or fourth generation of families in trouble.

Comprehensive Approaches

The difficulties confronting families are complex, which is why the AMA is pleased that the Committee intends to pursue comprehensive initiatives to offer assistance to America's families. As briefly outlined in materials provided by the Committee, the Youth Empowerment Strategies (YES) has the broad support of the AMA.

The AMA agrees with the Committee that family problems must be approached from several directions so that integrated strategies for dealing with the various problems that families face can be implemented. In this context, we believe, it is first and foremost our responsibility to advocate for the health care needs of patients and to look at the problems confronting families from the perspective of medical needs. However, we know that, especially when the needs of children and families are concerned, the lines between health care and other concerns like education and social welfare are not easily drawn.

Nearly each problem confronting families bears this out. Poor health care can easily result in specific problems that keep children from

learning. Conversely, better educational opportunities provide better information about health care, leading to opportunities for better health. The problem of substance abuse, which is closely related to emotional health and social concerns, to adolescent difficulties and group behaviors, carries critical medical implications, and the most effective deterrent may be education. While one element leading to high infant mortality rates is poor access to adequate prenatal and neonatal medical care, this problem, as well as the related problem of high teenage pregnancy rates, also is linked to poor education, poverty, and substance abuse problems. Much has been attempted in dealing with these problems individually. Now, the time has come for these concerns to be dealt with in a coordinated manner.

Uniting for Healthier Children

In 1990, the AMA, together with the National Association of State Boards of Education, issued a CODE BLUE warning about the health of America's youth. CODE BLUE is a call used in hospitals to signal a life-threatening emergency, bringing to the critical patient various health professionals to perform extraordinary actions to save the patient's life. Just as CODE BLUE in a hospital brings together a multi-specialty team to meet an emergency, the CODE BLUE concept applies to the multifaceted problems facing the nation's children.

The CODE BLUE report (a copy of which accompanies this statement) documents the problems: suicide attempt rates have reached 10 percent among boys and 18 percent among girls; 39 percent of surveyed high school seniors reporting getting drunk within the past two weeks; homicide is

the leading cause of death among 15-19 year-old blacks; there are about 1 million adolescent pregnancies a year, a rate of nearly 1 in every 10; HIV/AIDS infections among children are rising; thousands of young people do not finish school each year; and poverty rates among families with children between 6 and 17 years old have risen dramatically, from 13.5 percent in 1969 to 23 percent in 1986.

The CODE BLUE report also calls for the implementation of a comprehensive set of achievable solutions. The report asks for a guarantee that all youth have access to health care, including increasing public health and school health services. It also urges that schools play a stronger role in improving adolescent health, in meeting emotional, social, and physical needs as a means to accomplish schools' education mission. Most important, however, is the report's call for a new approach to coordinating services to youth. It recommends that communities become the front line in the battle for adolescent health, that local governments, school boards, and local public health agencies take responsibility for ensuring that youth receive health services. Further, the report calls for a new approach among health, social service, and education providers. These entities need to work collaboratively to meet the needs of youth.

The CODE BLUE alert cannot be taken lightly. Without new approaches at the community level that ensure collaborative efforts among all providers of services to our children, there is little hope for the next generation of adult Americans that our youth represent.

The Next Initiatives

Clearly, the Committee has come to the same general conclusion as the

CODE BLUE report, recognizing the urgency and the interdependence of the problems facing our children. We fully agree with the Committee's call for increased coordination of comprehensive strategies and strong linkages to parent groups, business, and community-based youth service organizations to keep adolescents in school, to prevent teenage pregnancies, to provide health care and support to teenage parents, to prevent substance abuse, and to assist youth in preparing for employment. We are pleased that there is also a call for an evaluation of all programs affecting low-income children and families in order to improve effectiveness of programs and to eliminate unnecessary bureaucratization.

The AMA is also pleased that health care concerns have been identified in the Committee's initiatives. We join with the Committee in calling for full funding of effective programs that currently only serve a small percentage of those who are income eligible, including the WIC program and the prenatal health care available under Medicaid. We also agree with the need to simplify the process of accessing Medicaid and to provide for outreach and incentives to states to provide for coordination of services.

Finally, we believe the Committee has properly identified professional liability as one of the major problems inhibiting the possibility of increasing the provider pool in order to increase access to prenatal and other medical care. Extending federal tort claim protection to Community Health Centers would certainly help, but we believe the solutions need to be far more reaching. Patients' access to adequate numbers of providers is being hampered by the liability burden.

The AMA has repeatedly called for measures, at both the state and federal levels, to lessen the professional liability costs of physicians. Because of these high costs, many family practitioners have been forced out of the practice of obstetrics, and even physicians who specialize in obstetrics have given up their obstetric practices. Far too many children and pregnant women are at risk for the simple reason that not enough physicians are available to provide prenatal care and to deliver children. We urge the Committee to endorse Senator Hatch's proposals in this area. These initiatives are the outgrowth of years of study and are supported by a large coalition of medical groups.

These problems are compounded by reimbursement rates under Medicaid that do not allow physicians to cover their cost for providing care to pregnant women and children. In OBRA 1989, provisions were included to require reimbursement rates for obstetrical and pediatric care under Medicaid that would guarantee access comparable to that of non-Medicaid populations. We are pleased to see that the Health Care Financing Administration has begun to enforce these requirements. We would hope that states and the federal government can work together to ensure that reimbursement rates allow Medicaid beneficiaries the access to the medical care so necessary to their well-being.

Conclusion

The AMA is encouraged by recent successes in expanding health care access to families and children in need. In 1990, Congress took a large step in ensuring health care access to needy families by providing for a phase-in of Medicaid to all children from families with incomes below 100 percent of poverty. This followed commitments in 1989 to provide health

care to pregnant women and young children up to 133 percent of poverty, and to require adequate reimbursement rates for obstetric and pediatric services under Medicaid.

Yet, these steps are only a beginning. The AMA has already shared with the Committee our comprehensive proposal -- Health Access America -- for ensuring all Americans' access to quality, affordable health care. We believe that if this proposal can be implemented, an important part of the problems facing this nation's children and families can be addressed. Yet, we recognize that, even if implemented, it would still only be a part of the comprehensive solution that is necessary to protect the future of our children and families. That is why we stand ready to cooperate in any way we can to assist the Committee in its effort to implement in the 102nd Congress its comprehensive initiatives to help children and families.

The CHAIRMAN. The committee stands in recess.
[Whereupon, at 12:47 p.m., the committee was adjourned.]

○